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1994 in review

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1994 in review

UNITED NATIONS

Foreword

by Boutros Boutros-Ghali, UN Secretary-General

Photo: UN/M Grant

During 1994, the extraordinary increase in the number, scope and magnitude of humanitarian emergencies and disasters continued to challenge the will and capacity of the international community to provide effective responses. The genocidal horrors of the Rwanda conflict dwarfed the meagre resources available to United Nations peace-keepers in Kigali and laid bare the consequences of failing to support adequate preventative action. The critical need for co-operation and co-ordination among all those engaged in humanitarian relief operations was demonstrated by the massive task of providing the most basic elements of survival to nearly three million refugees and displaced persons in Tanzania, Zaire, Burundi and Rwanda itself.

Herculean efforts by aid workers, coupled with critical eleventh-hour support from governments – and sacrifices on the part of the receiving communities – ultimately saved countless lives among the refugees and displaced persons affected by the Rwanda crisis. The suffering endured by the victims of this tragedy, however, can never be calculated; it is a measure of the urgent need to improve the international community's ability to prevent or respond effectively to similar humanitarian crises. Around the globe, some 26 million refugees and at least as many internally displaced persons have had to abandon their homes in fear, most of them fleeing the violence and cruelty of conflicts within state borders.

This new breed of conflicts is challenging the political and humanitarian mechanisms available to the United Nations and the international community as a whole. These conflicts differ both quantitatively and qualitatively from those of the cold war period. As the cold war drew to a close in 1988, only one of the five peace-keeping operations then in existence related to an intra-state conflict. Of the 11 operations established since January 1992, all but two relate to intra-state conflicts.

Humanitarian agencies seeking to assist such affected populations find themselves working in increasingly difficult and often dangerous conditions. Warring parties all too often deny access to victims, divert relief supplies, or target aid workers themselves, making the delivery of humanitarian assistance virtually impossible. Under these circumstances, protection of humanitarian operations has become a new and vital task for United Nations forces.

The complexity of these situations has given rise to a need for multi-dimensional operations which require coordination among many actors: military units serving under the United Nations flag, operational agencies of the United Nations system, as well as non-governmental organisations and other humanitarian agencies. There is a growing recognition on the part of all concerned that preventing and alleviating suffering requires that they work together towards common goals, with mutual respect and understanding.

Media images of relief workers delivering supplies and peace-keepers escorting convoys have become equated in the public mind with action by the international community in response to humanitarian emergencies. But humanitarian action, whether in the context of complex emergencies or natural disasters, cannot be reduced to mere logistics. The capacity of the United Nations for preventative action, preparedness and co-ordination aimed at forestalling or mitigating the impacts of emergencies is essential and must be improved.

Significant steps were made toward this goal in 1994. At the policy level, the Inter-Agency Standing Committee is increasingly functioning as an effective consultative and decision-making body which involves United Nations agencies, key non-governmental organisations and other humanitarian agencies. The Yokohama Conference of the International Decade for Natural Disaster Reduction in May 1994 charted a course for policy-makers intent on improving early warning and preparedness, thereby reducing the vulnerability of their populations. Effective field coordination of humanitarian assistance is making an important difference in several areas, notably in Angola, the Newly Independent States of the Caucasus and in Rwanda. In Mozambique, a coordinated programme of humanitarian assistance has contributed to that country's transition to peace. And in Haiti, a coordinated approach to humanitarian assistance is helping a long-suffering people through a painful period and towards reconstruction.

Growing public outrage over the senseless death, injury and destruction caused by some 110 million land mines strewn across the landscape of more than 60 countries is contributing to pressure on policy-makers, both to support demining initiatives and to reconsider their policies on the manufacture, trade and use of these weapons. Meanwhile, UN-funded demining operations involving peace-keepers, United Nations agencies, NGOs and other organisations like the International Committee of the Red Cross, have begun the slow and painstaking processes of lifting mines, training demining technicians and instructors, establishing mine-awareness programmes and rehabilitating victims.

Even as these programmes go on, however, two million to three million new mines are laid each year. In light of these figures, it is evident that current international demining efforts, which neutralise fewer than 100,000 mines a year, need urgent strengthening. This is the primary objective of an international meeting on demining which I will convene in 1995, pursuant to General Assembly resolution 49/215. The answer lies in the total ban on all forms of land mines and the components to make them.

The Department of Humanitarian Affairs is playing a central role in all these developments. This *1994 in Review* edition of *DHA News* chronicles key humanitarian efforts made in the United Nations during the past year, involving operational agencies of the United Nations system, NGO partners and other humanitarian organisations. I urge Member States, NGOs and other institutions engaged in humanitarian affairs to lend their support to current and future United Nations efforts to forge a more effective collective system for international humanitarian action.

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Where we are now

USG Peter Hansen on humanitarian coordination

DHA News: *Where do you feel the UN system has made progress – if at all – towards the goal of better coordinated, more effective humanitarian assistance set out in resolution 46/182?*

PH: I think there has been improvement in several areas, from field level to headquarters. I've been involved with UN coordination mechanisms for 25 years and am fully aware of how difficult coordination is. And yet I cannot but be impressed by the progress the Inter-Agency Standing Committee (IASC) has achieved in addressing policy questions that impact on the delivery of emergency assistance. The IASC is a unique body, involving principal humanitarian actors of the UN system, bodies like the ICRC and Federation, IOM and coalitions of NGOs. It has served as a mechanism for working out the division of labour between agencies, and encouraged closer cooperation among UN organisations and with NGOs.

Several agencies in the IASC have truly demonstrated the willingness to look towards finding common solutions to problems, rather than defending their "turf", which is often the case in such bodies. The urgency of saving human lives is a powerful motivating force for overcoming bureaucratic knee-jerk reactions. For example, the IASC has come to an agreement on the process for selecting Humanitarian Coordinators in complex emergencies, and on their functions.

Another area where there has been significant progress is in "lateral" coordination: cooperation within the Secretariat itself.

Since complex emergencies generally require simultaneous movement on a number of fronts, we have now established a framework for regular and close cooperation between the Department of Political Affairs, which is responsible for preventative diplomacy, and the Department of Peace-Keeping Operations. The process is still being refined and improved, but it shows great promise and will ultimately involve other partners as well, such as the High Commissioner for Human Rights. I know that this hardly seems revolutionary, but it represents a degree of coordination among parts of the UN that may have been unthinkable some years back. I think many governments could be challenged to achieve a similar level of coordination.

An important mechanism for inter-agency coordination and for ensuring coherence in our response to emergencies is the consolidated appeals process. Here I am afraid much more work remains to be done to achieve prioritisation of activities and their genuine integration into a common framework for action. I think everyone agrees on the need for doing so and I hope very much that we can achieve this in 1995.

Yet another very interesting area is where we are trying to broaden cooperation between the UN system and those who can help plug the gaps in responding to disasters and emergencies. More specifically, we have capacities and modalities available to us for response to natural disasters which are not available in the case of complex emergencies. We are now actively pursuing the Military and Civil Defence Assets project and working with governments to improve stand-by capacity in the case of emergencies. The Swedish Rescue Services Agency's assistance to the United Nations Rwanda Emergency Office (UNREO) in Kigali is an excellent example of the kind of arrangements we would like to develop further.

DHA News: *What about field*

level coordination?

PH: At the field level, the number of instances of close, genuine cooperation between agencies, NGOs and other actors is increasing. Our experiences in Angola, in Rwanda and in the Newly Independent States in the Caucasus demonstrate this. This cooperation is not limited to UN organisations but also includes NGOs. The positive reaction we're seeing to the establishment of the NGO liaison unit in UNREO, with a staff member seconded from Save the Children-USA, indicates to me that the UN/NGO relationship is healthy and growing stronger.

We're making progress in setting up a DHA Rapid Response Unit, so we can quickly put in place field coordination structures as the need arises. We're also being self-critical. I think that represents progress. A report our Evaluation Unit prepared on coordination in Rwanda is more critical than most outside assessments. We're trying to learn from what we have done right and what we have done wrong.

DHA News: *How would you rate the consolidated appeals process as a coordination tool?*

PH: Consolidated inter-agency appeals represent a distinct improvement over the confused proliferation of individual appeals that in the past were the norm in emergencies. But we still have a long way to go before we achieve the kind of tightly-prepared appeals that reflect a true prioritisation of activities. Agencies have to resist the temptation to see as many activities as possible covered.

The system is improving, nonetheless. Many recent appeals show an encouraging trend away from unprocessed "wish lists" and towards a more integrated approach giving a strategic perspective on the emergency at hand. Ultimately, the potential of the appeals process can only be achieved if the appeals themselves are credible. In 1994, about 77 percent of the requirements reflected in consolidated appeals were covered – more than $2 billion of the $2.8 billion requested.

Another positive trend is the increasing early involvement of NGOs in the appeals process. It might also be worthwhile to pursue more donor participation in the preparation of appeals.

DHA News: *Advocacy is an important part of DHA's mandate. What progress would you like to see on that front?*

PH: There are, of course, different faces to advocacy. Consolidated appeals are themselves a form of advocacy in favour of humanitarian action. It is common to talk of "donor fatigue" but I think we have to bear in mind that we are mobilising about $2 billion a year for humanitarian assistance through consolidated inter-agency appeals. This is an impressive, encouraging expression of solidarity, which remains to be fully tapped.

Some issues, such as the effects of land mines, are so compelling that it doesn't take much advocacy to generate a groundswell of public opinion to do something about them. On the land mine issue, the UN has been a rallying point for advocates. Since DHA was designated as focal point for coordination of land mine-related activities in the UN system, we have been working on putting in place the tools that can turn the advocacy into concerted action. The General Assembly has called for an international meeting on land mine clearance in 1995, which DHA will be responsible for organising. We hope that the meeting will help turn the advocacy into support for programmes in land mine awareness and clearance, training of personnel and rehabilitation – in ways that are workable and sustainable in the affected countries.

Advocacy also involves issues that seldom, if ever, make front-page news. Take, for example, preventing or reducing the effects of natural disasters. The Yokohama mid-decade conference of the International Decade for Natural Disaster Reduction in May was also advocacy; a means of speaking directly to policy makers, the scientific community and the media. The IDNDR Secretariat in DHA has the job of getting the word out and motivating national committees and focal points to advocate in favour of preventative action.

We need to improve our research and policy analysis over the next year in order to provide a solid basis for DHA's advocacy role. We need to develop an advocacy programme grounded in a solid understanding of the issues and so make the issues better understood by a wider audience. Protection of humanitarian mandates, assistance to internally displaced persons, humanitarian aspects of sanctions, and post-conflict reconstruction are among the issues we need to concentrate on.

DHA News: *What steps have you taken since your appointment towards building a better functioning DHA?*

PH: Improving the effectiveness and functioning of any organisational structure is a continuing challenge. DHA is only three years old. It has had to establish itself while addressing an increasing number of emergencies. In a way DHA has been undergoing a continuous reorganisation process. I have introduced a number of changes, one of the more important ones is the new consolidated geographical desk structure in DHA's Complex Emergency Division in New York. We have also set up small units for rapid response to complex emergencies and for carrying out evaluation or studies of our operations. We are building on the lessons learned from coordination and rapid response in natural disaster situations in order to deal more effectively with a wide range of crises. We have made a number of other adjustments to pull together elements of the Department which should reinforce one another. DHA has to make the most of the resources it still has. It is in the unique position among UN departments of relying on voluntary contributions for two-thirds of its headquarters core staff.

Another organisational issue is the visibility of DHA. To a large extent, DHA has made a virtue of not projecting itself, emphasising the concepts of cooperation and coordination instead. Some feel that this "self-effacing" approach has been counterproductive, that it has prevented us from promoting awareness of the Department, its mandate and the functions it has been performing in a number of areas.

DHA News: *There is a perception that humanitarian relief is being used to substitute for effective preventative action by governments. What is your view on this?*

PH: I don't believe that governments conspire to use humanitarian assistance to cover up for lack of action in other fields. But the sad fact is that it is often easier for governments to mount a humanitarian emergency campaign and appear to be "doing something" than it is for them to solve the underlying problems.

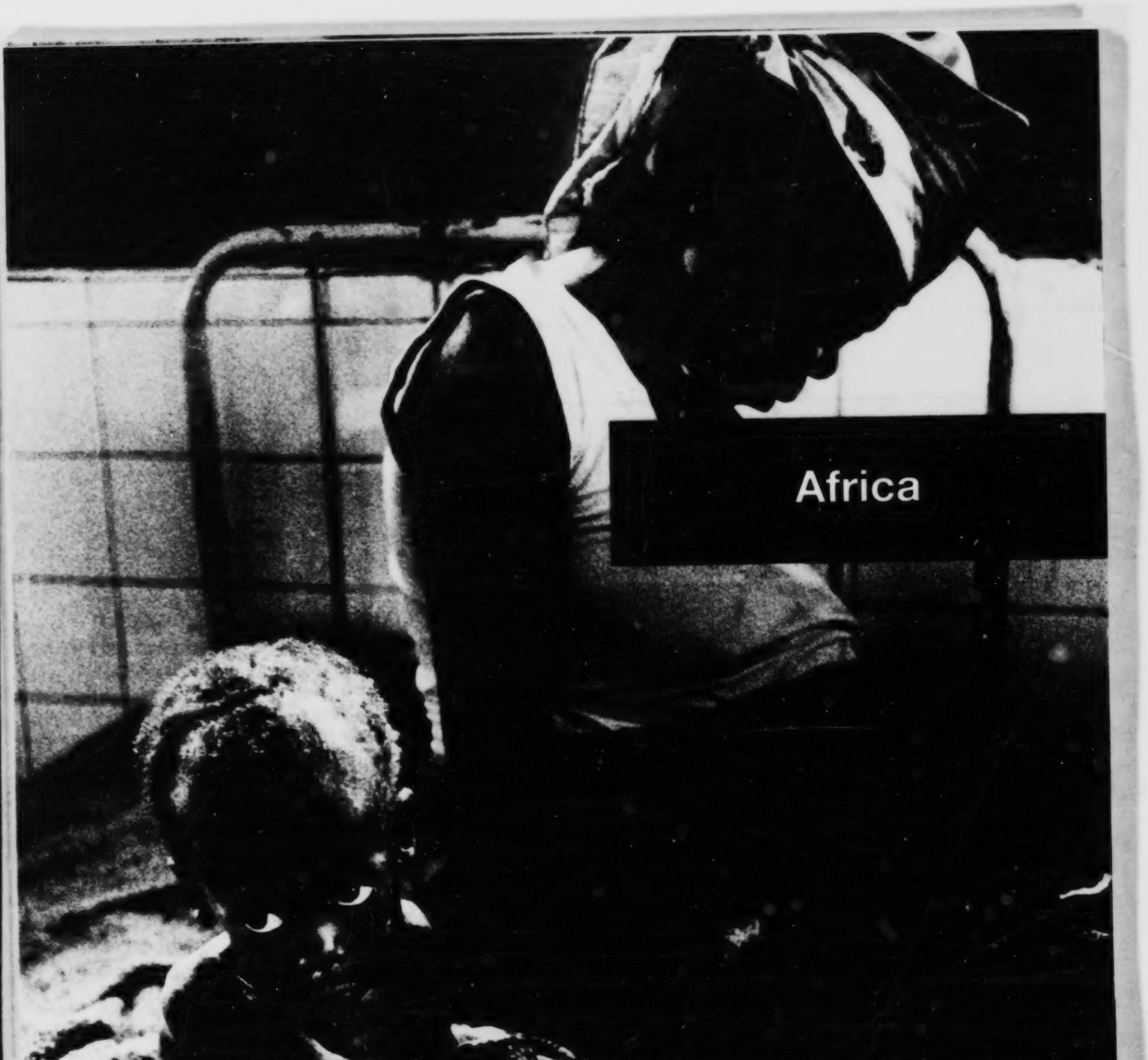
The UN Secretary-General has consistently stressed preventative action. His proposal to the Security Council to strengthen the UN peacekeeping force in Rwanda last May, is a case in point. The members of the UN relief community certainly do not see themselves as a substitute for preventative action. Where possible, they have contributed to making prevention work. The concerted action by UN agencies, peace-keepers and NGOs in south-west Rwanda last August to avert new and massive flows of refugees into Zaire was, to a large extent, a successful exercise in preventing a bad situation from getting still worse.

Peter Hansen is Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator

Abbreviations

CED	Complex Emergency Division
CESU	Complex Emergencies Support Unit
DMTP	Disaster Management Training Programme
DHA	Department of Humanitarian Affairs
DPI	Department of Public Information
DPKO	Department of Peace-Keeping Operations
ECOSOC	Economic and Social Council
ECOWAS	Economic Community of West African States
EMERCOM	Ministry of the Russian Federation for Civil Defence, Emergencies and the Elimination of the Consequences of Natural Disasters
EU	European Union
FAO	Food and Agricultural Organisation
Federation	The International Federation of Red Cross and Red Crescent Societies
HCHR	Office of the High Commissioner for Human Rights
IAEA	International Atomic Energy Agency
IASC	Inter-Agency Standing Committee
ICRC	The International Committee of the Red Cross
IDNDR	International Decade for Natural Disaster Reduction
IOM	International Organisation for Migration
MCDA	Military and Civil Defence Assets
NATO	North Atlantic Treaty Organisation
OAS	Organisation of American States
OAU	Organisation of African Unity
OLS	Operation Lifeline Sudan
PAHO	Pan-American Health Organisation
UNAMIR	UN Assistance Mission in Rwanda
UNDAC	UN Disaster Assessment and Coordination Team
UNDP	UN Development Programme
UNEP	UN Environment Programme
UNESCO	UN Educational, Social and Cultural Organisation
UNHCR	Office of the UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNOCHA	UN Office for the Coordination of Humanitarian Assistance to Afghanistan
UNOMOZ	UN Operation in Mozambique
UNTAC	UN Transitional Authority in Cambodia
UNV	UN Volunteers
WFP	World Food Programme
WHO	World Health Organisation
WWF	Worldwide Fund for Nature

Africa



Introduction

In the last 40 years, 35 armed conflicts in 29 African countries have caused the death of at least ten million people and the uprooting of millions more fleeing from war and famine, not for a better life but simply to survive.

Today, severe drought threatens more than 20 million people in sub-Saharan Africa, adding additional suffering to what is already being endured by millions of human beings in Burundi, Liberia, Rwanda, Somalia, southern Sudan and Zaire. In a stroke of unbearable irony, other parts of Africa — Benin, Nigeria and elsewhere — have been struck by rains and floods. While political and ethnic conflicts overtake other parts of the world so far spared from such strife, and new humanitarian crises arise, the sufferings of Africa remain a seemingly endless tragedy.

1994 will long be remembered as the year of one of the century's worst man-made disasters: the Rwanda genocide which led to one of the largest and fastest exoduses ever witnessed. According to the UN High Commissioner for Refugees, between half and two-thirds of Rwanda's people were either refugees, displaced or dead, just four months after the killing of the Presidents of Rwanda and Burundi on 6 April. And while Rwanda might easily be said to be the most horrific example of intolerance and inhumanity in 1994, it was sadly not the only one. Fighting broke out afresh in Liberia, while continuing conflict in Sierra Leone prompted thousands of people to leave their homes and settle elsewhere in their country or in neighbouring Guinea.

These stories of despair, however, stand alongside others of hope. In 1994, democracy triumphed in South Africa when, after decades of apartheid, all South Africans were given the chance to vote for the government they wished to lead them to a bright future. Peace is finally a word which has a meaning for Mozambique, where millions of displaced people were able to return home in 1994 and where soldiers began demobilising after more than a decade of civil war. And in Angola, the cease-fire signed in November could herald a new era.

Rwanda in crisis

oto: UNHCR/P. Moumtzis

In four months of civil war between April and July, 2.2 million Rwandans fled into neighbouring countries, terrified by massacres they had witnessed, by continued fighting and destruction. In just three days in mid-July, one million people crossed the border into Goma, Zaire. As they walked, those who were not strong enough had to be left behind.

Faced with a humanitarian crisis of immeasurable proportions, the UN undertook relief operations within and outside the country, in conditions of extremely high levels of need and precarious security for the victims as well as for relief personnel.

The conflict had wreaked havoc on every facet of life in Rwanda. The health system, already strained by high infant and maternal mortality rates and an AIDS epidemic, had crumbled. Access to safe drinking water and sanitation levels had fallen well below pre-conflict standards. The entire education system had been paralysed, with schools standing empty.

UN agencies and NGOs provided humanitarian assistance where possible. WFP, UNICEF, UNDP and DHA, WHO and IOM all established bases in key locations for cross-border and refugee operations. UNHCR substantially strengthened its presence in the four countries of asylum. The ICRC remained in Kigali and other locations in Rwanda throughout the emergency. The Federation and as many as 30 NGOs also established life-saving programmes in key operational areas.

Shortly after the onset of the emergency, the United Nations Rwanda Emergency Office (UNREO) was established to ensure a coordinated response under the supervision of the UN Humanitarian Coordinator for Rwanda. The high level of cooperation amongst UN agencies that followed resulted in the launching of an inter-agency flash appeal on 25 April, to cover emergency needs from 1 to 31 May. A follow-up consolidated appeal was launched in July. The consolidated appeal requested US$274 million to meet emergency needs. *DHA*

Peace, security, human rights?

On 6 April 1994 Juvénal Habyarimana, President of the Rwandan Republic, Cyprien Ntyamira, President of the Republic of Burundi, and accompanying ministers and staff lost their lives when their aircraft was downed. Within hours of this event, a pre-planned programme of gross human rights violations, including genocide, was launched. From 6 April to 15 July, between 500,000 and one million Rwandan civilians were killed.

The UN High Commissioner for Human Rights, José Ayala Lasso, who had assumed office only a day before the outbreak of the civil war, introduced a number of initiatives. He mobilised action from a wide range of UN agencies and mechanisms of the Commission on Human Rights, the OAU, the ICRC and the NGO community. On 4 May the High Commissioner called for the convening of an emergency session of the Commission on Human Rights to address the human rights situation in Rwanda.

After visiting Rwanda on 11 May, the High Commissioner urged that a special rapporteur on Rwanda be appointed to investigate and monitor the human rights situation. In a report to the Human Rights Commission, he recommended that a special rapporteur on Rwanda could examine all human rights aspects of the situation, including root causes and responsibilities for the atrocities. He also proposed that the rapporteur should be fully supported by a human rights field operation, staffed with human rights specialists, to investigate past human rights abuses, to prevent human rights violations from being perpetrated, and to promote national reconciliation once hostilities could be brought to an end. These proposals were endorsed by the Commission and ECOSOC.

Commission reports genocide

The foundation was thus laid for a human rights field operation in Rwanda to coordinate protection and promotion of UN human rights activities vested in the High Commissioner's Office by the General Assembly, the mandate of the special rapporteur and the Security Council. Indeed, on 1 July, the Security Council requested the Secretary-General (through resolution 935) to establish urgently an impartial Commission of Experts to examine and analyse information concerning responsibility for serious violations of international humanitarian law committed in Rwanda, including genocide.

The Commission of Experts determined that the killings constituted 'genocide' within the technical meaning of the Genocide Convention of 1948. Its reports to the Secretary-General recommended creating an international criminal tribunal to bring to trial and to punish individuals for breaches of international humanitarian law, including crimes against humanity and genocide.

Teams of experts from Spain, Switzerland, the US, the Netherlands and Norway have undertaken special investigations into acts of genocide, including forensic examinations of massacre and mass grave sites, interviews of surviving victims and witnesses, and collection and preservation of documentary and other tangible evidence. Their findings have been placed at the disposal of the International Tribunal for Rwanda, established in November.

The refugee crisis brought about by the massive violations made a strengthening of UN human rights action in Rwanda imperative. The small number of field officers initially approved for the field operation had to be increased to carry out fully effective monitoring and confidence building. The High Commissioner therefore launched an appeal for voluntary contributions from governments to establish a broad-based Human Rights Field Operation in Rwanda (HRFOR).

A basic aim of the HRFOR is to cooperate with other international agencies to improve security within the country and to ensure respect for the rule of law and fundamental human rights. The HRFOR, one of the largest human rights field operations ever put in place by the UN, forms part of the international effort to build confidence among Rwanda's citizens and to encourage Rwandan refugees and displaced persons to return to their homes so they can resume normal daily life.

HRFOR mandate

The field operation has a number of important functions: carrying out investigations into human rights violations, monitoring the human rights situation, helping reduce and prevent such violations through the presence of human rights field officers, coordinating and cooperating with other international agencies to re-establish confidence, and to implement programmes of technical cooperation in the field of human rights, particularly in the area of the administration of justice, to help Rwanda rebuild its shattered judiciary and to provide human rights education to all levels of Rwandan society.

HRFOR has 11 field offices. It monitors actions taken by the government or the Rwandan Patriotic Army, availability of housing and other facilities for returnees, and rehabilitation of the legal system.

An ongoing problem is general insecurity, an issue of greatest

The United Nations in the field

On 23 April, even as the evacuation of non-military staff was being completed, the Under-Secretary-General for Humanitarian Affairs, Mr. Peter Hansen, led an inter-agency Advance Humanitarian Team (AHT) into Kigali. Since then, the AHT has maintained an inter-agency presence in Kigali that has engaged in the distribution of relief materials to those displaced populations within Kigali under UNAMIR protection.

In Nairobi, a special unit was established to coordinate the UN system's response to the Rwanda crisis. Under the authority of DHA and with the assistance of UNDP, the UN Rwanda Emergency Office (UNREO) was established on 14 April. It is a light structure supporting the UN Humanitarian Coordinator in coordinating relief and recovery efforts of UN agencies, in close collaboration with international relief partners. Based in Nairobi but also present in the field, UNREO is involved in:

- preparing and elaborating discussion and policy papers on specific humanitarian issues;
- overall information collection, analysis and dissemination;
- facilitating UN agency surveys and the elaboration of consolidated appeals;
- supporting UN agency operations; and
- assuming the role of secretariat for the Disaster Management Team, NGOs and donor meetings.

UN agencies seconded staff to UNREO and agency representatives from Kigali continue to meet daily in Nairobi under the chairmanship of the Humanitarian Coordinator. An operations room will be set up in Nairobi to monitor all relief activities and maintain an overall understanding of the evolving emergency situation in Rwanda, and to manage the humanitarian component of the air-bridge between Nairobi and Kigali. UNREO staff also issue situation reports and updates. Some of the staff from Rwanda have remained in Nairobi, and are already planning recovery and rehabilitation projects.

DHA

concern to the most vulnerable, such as those living in camps. The HRFOR has reinforced monitoring in areas of particular insecurity in connection with the implementation of Operation Retour, a programme that helps displaced people return home. This is a first step toward addressing serious concerns over security in areas where refugees and displaced persons should return home. However, HRFOR needs more field officers to make its efforts truly effective.

The situation of prisons in Rwanda is another area of major concern. Continued waves of mass arrests have brought the prison population to around 25,000. Some 200 inmates die each month due to overcrowding and poor prison conditions. An urgent programme of action has been submitted to the Rwandan Government and funding agencies to quickly improve prison conditions. Joint efforts by all UN agencies concerned, including the HRFOR, UNAMIR and UNDP, are under way in a coordinated response to alleviate the crisis.

Technical cooperation

Finally, the High Commissioner for Human Rights has developed a comprehensive programme of technical cooperation. This aims to provide Rwanda with assistance to review and process cases of detainees and to provide humane treatment to those incarcerated pending review. It also seeks to resolve property and other civil disputes peacefully. Training of civilian police in human rights principles and provision of human rights education materials to schools and the mass media are among the other objectives.

Longer-term projects include renovation and rehabilitation of judicial and law enforcement buildings, training for attorneys, magistrates and other legal officers, revision of Rwandan law to bring it into conformity with international human rights instruments, and improvement in institutional mechanisms for human rights protection and promotion.

The significance of the HRFOR extends beyond Rwanda itself, because it symbolises an enhanced UN effort aimed at conflict resolution and peace-building. It reaffirms that coherent and long-lasting measures to maintain international peace and security cannot ignore or neglect the fundamental importance of full respect for the protection and promotion of human rights.

HCHR

Photo: ICRC/M. Bouvier

The children who are soldiers

As has happened in other African countries caught up in armed conflict, the children of Rwanda were recruited for the civil war in the summer of 1994. Specialists agree, however, that children had never witnessed – and indeed taken part in – such terrifying massacres and such wholesale genocide.

Today, thousands of these child soldiers live in refugee camps in Burundi, Tanzania and Zaire, where they are generally stigmatised and marginalised. Others await judgement in prisons in Rwanda. Recruitment of child soldiers, moreover, was not undertaken only by the former Hutu-dominated regime. The new Rwandan Patriotic Front (RPF) regime has not hesitated in enroling young untrained Tutsi children to reinforce the ranks of the new Rwandan Patriotic Army.

In the huge Rwandan refugee camps in Bukavu, Zaire, for example, many of the children are former members of the defeated army. They are known as "Craps", because they have the reputations of being "crapules" (scum). They are often ignored and cast aside, sometimes even abused.

"You have to distinguish amongst three different groups of 'Craps'," Giovanni Buchichi, a Rwandan psychologist working for UNICEF in Bukavu, explains. "The first children recruited by the government military forces were recruited as early as the 1990 civil war. They were usually poor, outcast children for whom the army offered a unique opportunity to escape. Then, when the fighting began in the summer of 1994 and the civil war took hold throughout the country, some children joined the armed forces of their own free will. Others were forced to join to escape being killed. Officially, the boys were given the job of helping the military transport arms, and the girls were taken on to help in the kitchens. In reality, many boys were given arms themselves and fought; the girls were considered booty for the fighters..."

An atmosphere of violence

The genocide in Rwanda brought the children face to face with tragedy. According to Graca Machel, widow of the former Mozambican President Samora Machel and Secretary-General Boutros-Ghali's special researcher on children and war, some 300,000 children were killed, and 80 to 90 percent of those who survived suffered severe trauma. UNICEF has confirmed this catastrophic state of affairs.

In a report entitled *Children's exposure to war scenes in Rwanda*, Dyregrov, Raundalen and Gjestad state that "a majority of the children were exposed to atrocities such as had never been witnessed before". In a study based on an orphanage (9 - 15 year olds) in Nyamata, Rwanda, UNICEF noted that, "more than half the children had witnessed the murder of family members and 75 percent of them had seen other people being killed".

The team of experts concluded that "special attention must be paid to the horrifying fact that a large number of children say they saw other children taking part in these murders. Although we knew about child soldiers before this, we believe that what we have found here is even worse than the regular recruitment of children".

Samir Basta, Bureau Chief for UNICEF in Geneva, explains that in some situations children are capable of becoming cold assassins. "In Rwanda," he says, "as in other places, the authors of some of the worst atrocities were children. They have a desire to belong to a group and to receive praise. In this they can be braver or more barbarous than adults".

UNICEF considers that Rwanda now has some 115,000 children who are alone. More than 30,000

"I would have liked to be a bird so that I could fly away"

Jean-Paul M. is 16 today. His sad eyes are turned away. In a dull, lifeless voice, he describes his life as a Craps:

"When the rebels attacked Kigali, my family was killed and I joined a battalion of the army to help in transporting munitions. After a few days, they gave guns to any of the young people who wanted them. I took mine and joined in the fighting."

Did he kill? Silence. Then: "I don't know. Maybe ..."

Was he afraid? "Once I was very frightened during an ambush. We were surrounded and guns were firing on all sides. At that moment I would have liked to be a bird so that I could fly away."

Jean-Paul admits that he is bored in the refugee camps he has been living in for six months in South Kivu. "I shall only return to Rwanda if I have weapons," he says with conviction.

Beatrice N. is 15 and does not want to hear about the army and the soldiers. She was enrolled as a kitchen hand against her will in spring 1994 by the wife of a high official in the former government armed forces. She had been looking for her family. "They often mistreated me," she says hesitantly. "Most of the Craps girls who were under 15 were raped by the soldiers. I was often solicited, too ..."

Defence of the Child International

of these have been registered by the ICRC, which has already found the parents of several hundred of them. Amongst these children, the NGO community estimates that there are several thousand Craps.

These children do not fit into the refugee camps and the NGOs do not have the resources to help them individually. As a result, they are not only deeply traumatised but also are victim to discrimination.

"Those who wear the Craps label are heavily marginalised when, in fact, they should be helped to come into contact with normal life again. Some Craps were paid for killing. Now we must help them to learn other values," Annabel Shearer, of Save the Children UK, says.

It is a difficult task, because the trauma is deep and the children are pulled in many different directions in the camps. In fact, some Craps are being "recycled" into marginal activities of many kinds; others are being recruited by former military personnel and are undergoing clandestine retraining.

"The Craps are small adults," says Belgian monk Andre Lerusse, who has worked with Caritas Internationalis to set up centres for unaccompanied children in South Kivu, Zaire. The often untrained personnel of these centres cannot cope with the severe psychological damage done to the children known as Craps.

"Thousands of children took part in this war," UNICEF's Giovanni Buchichi says. "Some of them are left with severe trauma and others live with a deep sense of guilt because they were involved in violence after being recruited by force. It was the army or death."

"Children just ten years old were implicated in the massacres. How are they to be punished?", Fereydoun Alaam, ICRC chief in Gikongoro, asks. It is a terrible question which illustrates only too well the magnitude of the problem facing the children of Rwanda.

Defence of the Child International

Flower beds and good cooking

Untouched buildings, in a country where much of the housing has been damaged. A few flower beds. This is the Saint Francis of Assisi health care centre, which used to take in up to 47 patients, as well as dealing with 50 outpatients and providing a home. All these facilities were run by nuns of the order of Saint Francis of Assisi.

In this very lovely region, tourists used to like to spend a few nights in the home, which was well known for its charm and its good cooking. Once there, they could visit the nearby forest, enjoy the benefits of the hot springs and the wonderful landscape of Lake Kivu, spreading like a calm sea between Rwanda and Zaire.

In 1994, Cyangugu had other visitors. Thousands of refugees crossed the famous Rusizi bridge into Zaire from the devastated country that was Rwanda.

Little by little, the NGOs on the spot carried out exceptional work. Hôpital Sans Frontière was active in Cyangugu from mid-August. The nuns, who had fled on 18 July 1994, found many changes on their return. With Hôpital Sans Frontière, their former health care centre had become a busy hospital.

Operations are run by two staff in charge of logistics and a medical team of volunteer expatriates (on average eight to ten people). The underlying purpose is invariably the same: to provide help and treatment without discrimination. The team is helped by the nuns and by local medical staff (five medical officers and 27 paramedical staff). Most live either in the hospital or in Bukavu in Zaire, some three kilometres away. They cross the bridge every day to come to work in the centre. Hôpital Sans Frontière welcomes this close

Photo: UNHCR/H J Davies

Two words keep recurring: "Imana" and "Amahoro", which mean "God" and "Peace".

cooperation between local staff and expatriates, which produces a very beneficial exchange between cultures.

The only hospital

Saint Francis of Assisi is the only hospital in the region. It can now take in between 140 and 150 patients, including some 63 for surgery. Hospital facilities are contained in three buildings and six tents set up for emergencies. People sometimes come from as far away as 40 kilometres to be treated, equivalent to four or five hours' walk in unsafe conditions, at the mercy of the bandits who lurk along the byways. The villagers show astonishing solidarity. Ten of them did not hesitate to carry a man and a woman with panga wounds at night in their traditional carrying hammock. The NGOs working in Cyangugu usually transfer the most serious cases, but each organisation maintains personal contact with the patients.

The hospital treats old and more recent war wounds, caused by bullets, shrapnel, burns or panga cuts, which wreak fearful damage. Nobody is spared: men, women and children have all suffered the atrocities of this war. It is even more of a shock and sadder, however, to see a young child covered in shrapnel wounds or with an arm or leg amputated. Three or four operations are performed daily. Sometimes up to seven or eight wounded are treated in a single day. "At times, we worked for 10 hours non-stop, as fast as we could, because every case needed operating. I slept two or three hours a night," reports Jean-François Bachellerie, nursing anaesthetist, back in France after 15 days in Cyangugu.

Apart from operating on wounds, there is also routine medical care, for Caesareans, bleeding diarrhoea, meningitis or pneumonia. The means available to Hôpital Sans Frontière are still primitive, though improving as requirements are identified.

The hospital receives on average some 200 to 250 visiting patients a day. All consultations are free of charge. As one patient observed, "this is unusual for this country, where expensive medicines and health care are always paid for by the citizen". Like the adults, children are affected by malaria, dysentery, meningitis, measles and pneumonia. They are cared for in the paediatrics and maternity section, which also has many births to its credit.

The determination and skill of the medical team as a whole produce some amazing results. The moral and physical strength and the extraordinary will to live of the Rwandan people have also contributed to the "miracles" accomplished in Saint Francis of Assisi. The same strength and determination are to be found among adults and children, who remain dignified in their suffering. In Rwanda, children learn at a very early age not to show their feelings. Moans and cries are very rarely heard, despite the pain. But the dignity and resistance of the people are a constant surprise. The wounded never complain. Their will to live gives them the strength to recover quickly from their wounds. Rwandans remain smiling and full of hope. Two words keep recurring: "Imana" and "Amahoro", which mean "God" and "Peace".

To avoid breaking up the family, in-house patients are accompanied by a nursing assistant. This may be a relative or a friend, who helps with cleaning the wards or the tents and washing the patient, and may supplement meals consisting chiefly of rice and red beans with other items, such as fruit or bread.

According to a patient, "Doctors and nurses work day and night. At Saint Francis of Assisi, simplicity is the rule, but also efficiency, because their heart is in their work".

Hôpital Sans Frontière

A classroom without walls

The destruction, looting, and chaos of war or massacre rarely spare the educational infrastructure and civilian population, including teaching staff.

How can a classroom open its doors if there is no school building, no qualified teachers, and no educational materials or school supplies for the students? Schools that have been devastated by war take time to reopen, but UNESCO has developed an intermediate solution to this problem.

The 'educational tool-box' was first used in 1992 in Somalia and then spread to the refugee camps in Djibouti. The full expansion of the concept, with the support of UNICEF, began after the genocide in Rwanda.

The country's entire educational system, which was already fragile, had collapsed. Two-thirds of the country's primary school teachers were either killed or had fled. According to Paul-Célestin Rigwema, Rwanda's new Minister for Primary and Secondary Education, nearly half of the country's primary schools were damaged or ransacked. Textbooks and other school supplies, such as notebooks, pencils and writing slates, were completely unavailable.

In a country devastated by conflict, the return of children to school is a hopeful sign that an essential state service is beginning to function again.

In Rwanda, it is also an important way to restore a semblance of order in the minds of children who have been overwhelmed and traumatised by the chaos fate has flung at them. For children who have witnessed and survived massacres, the very act of assembling every day in a classroom to commence or resume their studies provides some stability and normality in daily life. Going to school can help them look towards the future.

UNESCO toolbox is teacher's helper

Despite the complete lack of resources, Education Minister Rigwema decided to take a risk and start the school year close to the normal date. His trump card was the "Teacher's Educational Tool-Box", a first-aid kit for teachers who have no teaching materials.

Designed by the UNESCO Programme for Emergency Education and Reconstruction (PEER), the large wooden educational tool-box contains basic teaching tools: a spelling primer, a 0-to-100 number chart and multiplication table, colours for painting pictures on any flat surface, and writing slates, pencils and notebooks for 40 students. All the texts are written in Kinyarwanda, the national language.

The students need only a gathering place: an ordinary building or the natural shelter of a tree. The tool-box provides at least one functional classroom. Since the materials are collected at the end of each class, they can be used again for other classes on the same day. The cost is only about US$2 per student.

Teachers, who are often under-qualified, receive two days of training through a 'cascade' system: experts from international organisations provide training for trainers who in turn train the actual teachers. The teachers receive a teaching manual with each tool-box. Six thousand Rwandan teachers are expected to be trained in this way.

Pamela Baxter, the head of PEER in Rwanda, emphasises that "the educational tool-box was not designed for conventional teaching. It is simply an immediate response to an emergency situation, a bridge between the void of yesterday and the full return to normal schooling tomorrow".

The curricula are designed for children from five to 14 years of age. They focus on the essentials:

reading, writing and counting. As the teachers point out, most of the children are not ready to receive a 'conventional' education. Haunted by what they have undergone, they are not mentally prepared to assimilate new knowledge at the normal school pace.

During their training, the teachers are sensitised to the children's emotional needs and to the psychological role they must play. Building upon the trust the children place in them, the teachers help the children free themselves from their painful memories by encouraging self-expression. This can be done through talking or other means such as drawing or singing.

In the longer term, after the few months of emergency action, it will be necessary to reconstruct the educational system, renovate school buildings, improve teacher qualifications, and change curricula. This applies particularly to the teaching of history, which has been moulded by the prevailing attitude that events in Rwanda are shaped by the relations between the Tutsi and Hutu ethnic groups more than by any other factor. UNESCO has set up a team of Rwandan teachers to review the entire curriculum and to prepare new schoolbooks for publication.

Beyond that, the entire concept of the educational system – from its purpose in a country starting from scratch to its selection criteria which were formerly based on ethnic and regional quotas – will have to be completely revamped. Rwandan teachers note that, while politicians are primarily responsible for the war and the massacres which took place, the educational system, by virtue of its structure and curriculum, has also played a role.

UNESCO

Finding solutions for all children

In April 1994, Terre des Hommes repatriated its staff from Kigali and in May introduced two emergency programmes in other parts of Rwanda: a medical-surgical-nutritional programme in the RPF zone in Rwamagama and the evacuation of children from the area around Butare in the former government zone. Some 1,200 children and 300 adults were taken to Zaire and Burundi where Terre des Hommes opened four reception centres to care for almost 1,000 unattended children.

On 31 December, the medical-surgical part of the Rwamagama programme was transferred to the Belgian Red Cross, the nutritional aspects were taken over by Caritas-Rwanda, and the reception centre in Bujumbura was closed. It was clear from the outset that the other three reception centres in the south at Kigeme and Butare should not be transformed into orphanages and that a solution should be found as quickly as possible for each child.

A social service was established and through its efforts 31 percent of the children rejoined their immediate families. Individual solutions will be sought for those who no longer have relatives, either by placing children with foster families or by creating small family units. National or international adoption programmes might be envisaged in two or three years.

Meanwhile, activities are being organised for children in the centres. Those of school age have been enrolled in schools, and literacy and vocational training courses have been arranged for older children. An assessment of the needs of children who have been traumatised begins in early 1995 in an attempt to provide them with the best possible support for a positive future.

Terre des Hommes

Lessons learned

The International Federation of Red Cross and Red Crescent Societies' response to the Rwandan crisis was one of its largest operations. In months, the Federation helped 1.2 million Rwandan refugees in neighbouring Burundi, Uganda, Zaire and Tanzania. The crisis left behind images of desperate misery and heroic efforts. It also demonstrated the need for humanitarian agencies to adapt their activities to respond to a new kind of disaster.

There is a need for political as well as humanitarian action. While Rwanda requires massive amounts of assistance, no amount of aid will be enough to resolve this crisis or other contemporary disasters. A comprehensive solution is required, one that addresses humanitarian needs as well as the need for security, justice, land rights and related issues. When the international community shows a lack of resolute collective leadership, humanitarian action becomes an alternative for efforts to find political solutions.

The Federation is concerned that the resources needed to keep two million refugees alive may not be forthcoming, but if those needs are not met, any efforts to find a solution for Rwanda will fail. Whatever humanitarian agencies do for Rwandans — whether feeding the hungry, lobbying governments, or both — they know that humanitarian efforts, political action and military operations cannot substitute for one another.

Photo: UNHCR/L. Taylor

A second dilemma concerns the need to balance humanitarianism with human rights considerations. Every aid worker knows that among the millions of Rwandans being helped are thousands who carried out murder and then fled. Rwandans are still dying at the hands of their countrymen in refugee camps. The situation in Rwanda is not unique. Humanitarian workers witness the violation of human rights in the course of many disasters, especially in conflict situations. Must aid workers also become police officers? How can humanitarian organisations balance their need to work effectively in refugee camps with the imperative to act against mass killers?

The Federation holds to the first principle of the Code of Conduct for NGOs in Disaster Relief: "The humanitarian imperative comes first. The right to receive humanitarian assistance, and to offer it, is a fundamental humanitarian principle which should be enjoyed by all citizens of all countries... When we give humanitarian aid it is not a partisan or political act and should not be viewed as such..."

A third dilemma concerns who is the beneficiary of humanitarian action. The scale, speed and complexity of the Rwandan crisis placed enormous demands on humanitarian agencies.

While they may have responded quickly, it cannot be denied that waste, inefficiency and inadequacies resulted from competition among agencies for space and resources. Within a few weeks of the overthrow of the former Rwandan Government, 105 agencies in Kigali and more than 70 in Goma were competing for local staff, houses and trucks, camps to run, a slice of donor resources and precious minutes on the TV news back home.

Who benefits from this? Who loses out when agencies bicker? Who is left hungry when the food pipeline empties? Who gets inadequate care because staff have left to work elsewhere? Who receives less because competition has pushed up the prices?

A tale of two operations

The Federation learned much from its experience during the early stages of the crisis in Ngara and Goma. Both of these operations were successful but, while field operations could be reinforced quickly and effectively in Ngara, emergency relief teams in Goma could not initially be equipped with enough of what they needed. The following factors explain why the response in Ngara was more effective than that in Goma:

- There was a strong operational presence in Ngara before the disaster and early access to basic logistical and support equipment and supplies.
- Many experienced people were available in the region to start up the operation.
- A telecommunications system was put in place quickly.
- A regional delegation provided purchasing and transport support. The operational support unit had an airplane at its disposal to fly in personnel and small quantities of vital supplies.
- Information officers were on hand to ensure good media coverage and to send reports rapidly to headquarters and donors.
- The desk officer in charge at the Geneva secretariat was reinforced in order to ensure effective command, control and communication.
- There was strong support from technical departments for back-up in the field and at headquarters.
- Cooperative and experienced national societies provided specialised services, supplies and personnel when requested.
- Donors gave strong support and funds were disbursed rapidly.

Federation

The Federation believes that all humanitarian agencies should adhere to the Code of Conduct for disaster relief workers, enforce it upon themselves and publicise its standards. They should act jointly to ensure that beneficiaries, donors, governments and other partners can fully judge their worth, a process that would reveal those that are working poorly.

The media have played a major role in sparking the competitiveness that diverts an agency's attention away from meeting human needs. Some media have exploited the misery while inadequately informing the public about the realities, problems and potential of Rwanda. Humanitarian agencies should encourage the best possible media coverage by helping correspondents to understand each crisis so they can educate the public in an accurate, timely and relevant manner.

Federation

More than just a neighbour

Burundi and Rwanda have more than just a border in common. They both have a legacy of ethnic strife which has led to mass movements of people both within their borders and into neighbouring countries.

More than 200,000 Rwandans sought refuge in Burundi in camps along the northern border in 1994, creating additional strain on a country still trying to regain political stability.

Following the failed coup attempt of 21 October 1993 and the assassination of Burundi's first democratically elected president, ethnic violence forced 700,000 people to flee Burundi for neighbouring countries. Some 300,000 were internally displaced.

The months that followed were dominated by political uncertainty and continuing threat of ethnic clashes. In early January 1994, a general stabilisation of the political situation, following the election of the Speaker of Parliament in late December and the approaching growing season, led to the spontaneous return of large numbers of those who had fled the country. By the end of February, a quarter of a million refugees had returned home.

This period of stability, however, soon gave way to widespread concerns related to the still uncertain status of the government. The difficulties it faced in its efforts to install a president and related political fragmentation resulted in another outbreak of localised violence.

Substantial spontaneous repatriation movements occurred early in 1994, mainly from Tanzania. The start of civil war in Rwanda in April also precipitated the return of Burundian refugees from that country.

The situation in Burundi continued to be of grave concern throughout 1994 due to a series of security-related incidents, mainly in the Bujumbura area and in the northern provinces of Kirundo and Cibitoke. This resulted in new refugee outflows, particularly into Zaire. At the end of December, the number of Burundian refugees remained at approximately 6,000 in Rwanda, 30,000 in Tanzania and 175,000 in Zaire.

DHA

International community faces another dilemma

On 19 August, Secretary-General Boutros Boutros-Ghali told the Security Council that there was a serious crisis in Burundi which merited preventative action and suggested that those countries with a military presence in neighbouring Zaire should not withdraw "just in case".

The Secretary-General had contacted the Government of Burundi with a view to establishing a UN presence in Bujumbura to help deter "an explosion of Rwandan proportions". However the government had been unwilling to request such a measure. At the same time, the international community was unwilling to intervene in the country under Chapter VII of the UN Charter. The organisation was thus faced with another dilemma.

DHA

Street children as role models

Photo: UNHCR/B. Press

In August 1992, Terre des Hommes in Burundi began providing assistance to 50 street children in Bujumbura. By the time of the attempted coup in October 1993, an average of 75 children were being sheltered every night.

Due to an outbreak of violence after the assassination of the president in the coup attempt, many children fled to the city from the provinces seeking refuge. By this time, 130-150 children were being sheltered each night. The children came up with the idea of helping the growing number of people in hospitals by distributing food and providing other assistance to the patients.

Events required reorientation of the street children programme in Bujumbura. When the fighting began, 150 children were living in the refuge. Among them were as many Hutus as Tutsis. Despite strong urging from the warring factions, the great majority of the children refused to take part in the bloody fighting. The threats from outside, however, were intense, and the refuge was moved to a safer place. With very few exceptions, the children stayed away from the fighting, and those who did participate were expelled by the others. When Hutus were hunting Tutsis, Hutu children hid their friends and told the hunters that there were no Tutsis in the house. When the Tutsis became the hunters, Tutsi children protected their Hutu friends in the same way. Terre des Hommes considered this behaviour the greatest success of the project, which had attempted to promote respect for all human beings. This represents a glimmer of hope for the future which very few adults have been able to offer.

In cooperation with UNICEF, Terre des Hommes distributed kits to families who agreed to take charge of lost or orphaned children in the capital and in two provinces. Appeals were made on the radio to try to find the parents or extended families of a number of children living near Bujumbura. An assessment of the psychological needs of internally displaced children and their parents who have been traumatised by the violence and dislocation they experienced began in early 1995.

Terre des Hommes

Volcanoes in eastern Zaire: No cause for alarm

Overlooking the town of Goma, home to 200,000 Zaireans and temporary home to some 750,000 Rwandans in nearby refugee camps, is a volcano which for at least 50 years had a large lake of molten lava in its crater.

In 1977 the lake rose to a particularly high level and, much like water escaping from a reservoir, burst out to gush down the steeply sloping mountainside. In just 20 minutes the molten lava reached a distance of 12 kilometres and flooded a 15 square kilometre area. It covered and burned villages, people, fields, animals, and everything else in its path. Fortunately, the lava flow stopped two kilometres from the airport and four kilometres from the outskirts of Goma town.

The 1977 eruption increased the space inside the crater more than five times. After the lava drained out, the inner walls of the crater fell into the throat of the volcano and were partly blasted skywards by violent steam explosions. The next activity was in 1982, when the lower part of the crater filled with new lava for three months. In the course of the following 12 years it cooled and solidified in the bottom of the crater and did not leak.

The latest cycle of activity began in June 1994, just at the time that refugees were streaming into Goma from Rwanda. About 25 million cubic metres of new liquid rose into the crater in seven months. Luckily, at least 90 percent of it cooled and solidified, leaving only a small amount of liquid that could not leak far down the mountainside.

There is no cause for alarm as long as new lava wells up onto the crater floor at a relatively slow rate. If this were to continue for two years, the crater would fill up with congealed lava and the people of Goma would see small-scale but harmless lava flows spilling down the volcano's upper slopes.

Trouble would begin if the new lava began to well up much faster into the crater. If it reached the same rate as the 1982 eruption, within a month there would be an internal lake of 35 million cubic metres of mostly liquid lava, almost twice the amount that rushed towards Goma in 1977. With double the volume of lava, the area affected would roughly double as well. Goma airport and at least part of the present town would be flooded with molten lava.

Worst-case scenarios

A one-metre-high, 1,000 degree centigrade lava flood would deposit a thin layer of quickly congealing volcanic glass on everything it touched. Careful monitoring and emergency planning on the part of the Goma authorities and the international community will help avoid the worst-case scenarios, the most probable and most potentially damaging of which have been identified as follows:

- Lava flows through sudden drainage of the Nyiragongo crater lava lake mainly southward to Goma, of special concern to Goma city officials and airport users. This would wipe out the road northward from Goma to the Kibumba, Kahindo and Katale refugee camps.
- Lava flows north-east from Nyamlagira with potential impact on Katale and Kahindo refugee camps, of special concern to UNHCR, WHO, the Federation and NGOs.
- Ash falls southwest (downwind) from Nyamlagira, of special concern to local farmers and FAO cattle projects.
- Formation of a new scoria conelet (similar to Mt. Goma) anywhere along the existing north-south or northeast-southwest fracture zones where many such conelets are already present.

The first objective of a 1994 DHA mission to the area was to review the volcanic hazards including the types of volcanic eruption to be expected, specific areas exposed to such events, probability of occurrence of different scenarios, typical precursors and their time-sequence, and the capacity and status of monitoring systems.

The second objective was to establish procedures to be followed for preparedness planning, including the need to specify vulnerable population (size and location), the nearest safe locations, the best evacuation routes, means of transport, and criteria for calling an evacuation. DHA fielded a staff member for four days and a consultant for two months to coordinate Zairean national and international agency officials in defining and giving systematic attention to these tasks.

With the commitment and co-operation of the people involved, and no matter how badly the volcano behaves, lives need not be lost.

DHA

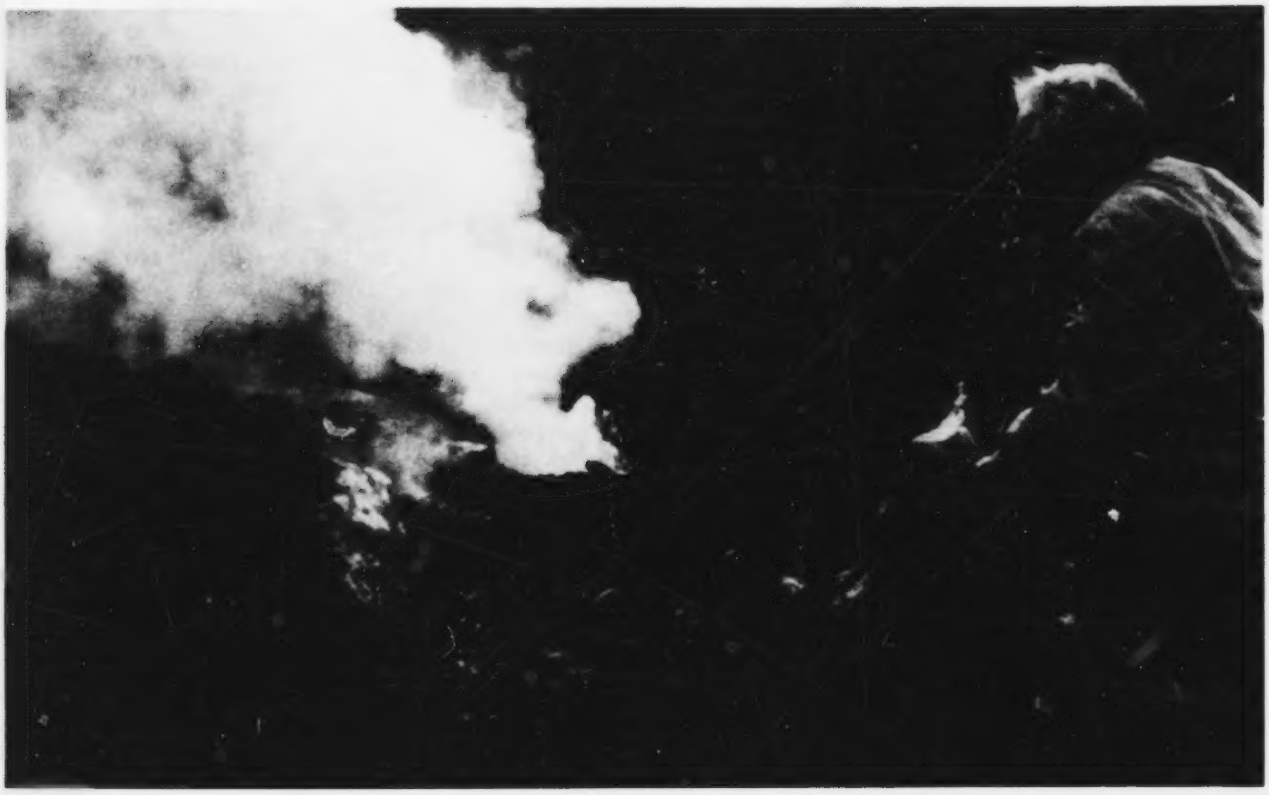


Photo: DHA/J. Tomblin

Blueprint for peace

It was a year of struggle for Angola. Two years after the sudden return to war in November 1992 — two years which claimed more victims than the previous 16 years of civil war combined — the government and UNITA rebels finally signed a blueprint for peace, the Lusaka Protocol. While political efforts sought to overcome the mutual mistrust of two long-time opponents, on the humanitarian side the UN, NGOs and the ICRC sought to identify and meet the needs of Angolans destitute or displaced by war. With its infrastructure, basic services and traditional economy in ruins, Angola faces a challenge of enormous proportions. DHA prepared two inter-agency appeals during the year, in response to the volatile humanitarian conditions, emphasising emergency needs.

The Humanitarian Assistance Coordination Unit (UCAH) entered its second year as DHA's field office in Angola, under the overall leadership of the Special Representative of the Secretary-General. UCAH had already established in 1993 an effective mechanism to address humanitarian policy issues, negotiation, information exchange, donor and NGO liaison, thereby promoting efficient, complementary UN/NGO operations.

Photo ICRC/T. Gassmann

In 1994, UCAH's role expanded to reflect a wider concept of humanitarian coordination in three ways: the fielding of advisers in key provinces to promote access and facilitate operations, the inclusion of demobilisation and reintegration of ex-soldiers as an issue area, and the coordination of mine action country-wide. Throughout the year UCAH organised needs assessments with NGOs and donors to visit hard-to-access sites in areas controlled by the government and UNITA. UCAH worked closely with UN agencies and NGOs to ensure thorough coverage of sectoral issues such as nutrition and agriculture, as well as monitoring overall security.

Reintegrating soldiers

Even before the hostilities ended, UCAH began planning the long-range task of how to return to civil society tens of thousands of soldiers. The Demobilisation and

Reintegration Office was created in June and proceeded to draw up plans for quartering, registering, maintaining, training and transporting soldiers and their families to their communities. UCAH became the focal point of all mine action in mid-1994 with the creation of the Central Mine Action Office. To deal with the threat posed by 30 years of buried mines and ordnance, coordinated planning is vital, from mine awareness and surveys to sapper training and the establishment of mine action schools. During 1994, UCAH fielded consultants who designed the structure of two lasting Angolan institutes, on the reintegration of former soldiers and on mine action.

Despite constantly changing front lines, which forced the temporary evacuation of international humanitarian staff from Huambo, Kuito, Malange and other major towns, UCAH kept the international community informed and actively involved in relief activities in aid of war-affected and displaced groups. In the months since the Lusaka Protocol, Angola has seen a national easing of tensions. UCAH's task in the months ahead will be to lead and facilitate the efforts of the various humanitarian agencies working to repair the horrors of war.

DHA

UN appeals for Angola's future

Humanitarian agencies can make a significant contribution to consolidated peace in Angola. This will require a strategy that recognises the links between peace-keeping and humanitarian assistance, between demilitarisation of combatants and their reintegration into society, between relief, recovery and sustainable development.

Emergency relief operations will also be required well into 1995 for the displaced and those living in areas devastated by war. At the same time, resettlement and rehabilitation programmes can be initiated, laying the foundation for future development.

A key to accelerating this process is enhancing the capacity of the Angolan Government to manage and implement humanitarian activities, a goal which has been built into many projects in the UN appeal launched in 1994.

The international community expects the Government, for its part, to devote substantial financial resources to the development of its administrative capacity and indeed to a full range of activities for the development of the nation. As a first step the Angolan Government will, with UNDP support, sponsor a round-table conference later in 1995 to present the national rehabilitation programme to donors.

In view of the enormous mine problem in Angola, a concerted effort was made in 1994 to develop a comprehensive plan for mine-related activities. The early implementation of this plan is crucial to nearly all humanitarian programmes, peace-keeping activities and economic reconstruction. The smooth demobilisation of combatants is fundamental to the maintenance of peace.

While the humanitarian crisis is still acute in Angola, the present moment offers a great opportunity to break the cycle of war and destruction. After 30 years of nearly continual conflict, the Angolan people are ready to seize the opportunity. UN agencies and NGOs have designed a coordinated programme to support their aspirations.

DHA

Fresh hopes for peace and development

By the end of 1994 the UN estimated that there were 3.2 million people affected by the conflict in Angola and in need of assistance — a third of the population. As new areas became accessible, the real catastrophe of the war's effects became evident. In places such as Balombo and Bocoio in Benguela province, where access was secured after nearly two years, there were very high rates of malnutrition but no harvest. Enormous areas of the country are still inaccessible, making it impossible to evaluate needs.

DHA's country office, UCAH, which is based in Luanda, was instrumental in the breakthrough to gain access to the interior of the country in October 1993. Its efforts were crucial in keeping routes open to enable the establishment of a nationwide humanitarian assistance programme involving UN agencies and NGOs. Despite the strains placed upon the humanitarian assistance programme, UCAH maintained its independence from political processes and demonstrated the value of effective coordination among UN agencies and between the UN and NGOs.

Angola illustrates the difficulties all agencies face in determining how to provide a humanitarian response in internal conflicts. Save the Children's paramount objective is to safeguard children's rights. The mandate to protect these rights applies at all times. Children on all sides of a conflict have the same rights, but protecting them raises challenges to other basic principles such as impartiality.

Three principles

Save the Children returned to the badly damaged city of Huambo after the UN negotiated access to towns beseiged by UNITA. The conduct of its programmes — feeding centres, food distribution, registering and meeting the physical needs of separated children, and distributing seeds and agricultural tools — was based on three principles: all operations would cross battle lines with the agreement of the government; there should be no capacity-building and Save the Children would be the implementors; there should be complete transparency on both sides.

A distinction was thus made between strengthening government services, which is the objective elsewhere, and working in the absence of government structures as in Huambo. This approach was not easy to maintain. Huambo is UNITA's symbolic capital and it remained a key political and strategic focus. Bombing continued, lootings occurred and evacuations were necessary before government troops captured the town on the eve of the signing of the Lusaka Protocol.

Conscious of past failure when the UN tried to oversee the Bicesse accords of 1991 with 400 armed observers, a peacekeeping force of more than 7,000 is being assembled. Resources must be found to implement all aspects of the new peace process, and the mandate must be flexible enough to cope with changing contingencies.

Angola has the largest number of people maimed by mines in the world and the largest number of amputees: 70,000. As people return to their villages and start to plant crops, the risks of mine accidents will rise. A long-term national mine clearance capacity must be developed and the demobilisation of soldiers must begin quickly. The high costs of both of these projects must be fully met.

The major issue facing Angola now is not war but poverty. Peace brings an enormous opportunity to develop the country at last, but guaranteeing food security and responding to the many health crises will require continued humanitarian assistance for people who have been displaced and those living in areas devastated by war.

Save the Children UK

Renewed fighting delays elections

The Security Council on 30 August expressed concern over a serious deterioration in the situation in Liberia and, in a statement by Council president Yuliy Vorontsov of the Russian Federation, urged the Liberian parties to resolve their differences as soon as possible by political means.

In August Secretary-General Boutros Boutros-Ghali had reported that the situation had worsened as factions continued to hold territory and commit atrocities against civilians. Disarmament had virtually stopped and there was no clear prospect of elections, he said.

Cotonou accord falters

A peace agreement to end the three-and-a-half-year civil strife in Liberia had been signed on 25 July 1993 in Cotonou, Benin, by the three parties to the conflict: the Interim Government of National Unity, the National Patriotic Front of Liberia and the United Liberation Movement for Democracy in Liberia. Its implementation was primarily assigned to the Military Observer Group (ECOMOG) of the Economic Community of West African States (ECOWAS). The UN was called upon to verify the impartiality of its various implementation procedures through the UN Observer Mission in Liberia (UNOMIL), set up in September 1993.

Six months after it took office, the Liberian National Transitional Government (LNTG) had not been fully installed, Dr. Boutros-Ghali reported. Sessions of the Council of State and Cabinet, though frequent, provided little progress, as the members seemed to reflect the views of the parties which had nominated them rather than working as a unified executive.

A Liberian National Conference had been convened to seek a consensus on the strategy for disarmament and a date for elections. While it was not the conference the Security Council had asked for, many people in Liberia hoped that it would help reactivate the peace process, and thus the Secretary-General had instructed his special representative to support it.

The Secretary-General stressed that he was increasingly concerned at the lack of progress in the peace process. He had consequently sent a fact-finding mission, headed by Lakhdar Brahimi, to Liberia to advise him on the most appropriate course of action. He would then report to the Council on the UN's future role before the expiry of the UNOMIL mandate on 22 October.

On 13 July the Security Council had called for the LNTG to arrange a meeting of concerned Liberian factions by the end of the month, to agree on a realistic plan to resume and complete disarmament. The meeting was convened in cooperation with ECOWAS and the OAU and with the support of the Secretary-General's Special Representative and UNOMIL.

In a statement by its President, Jamsheed K.A. Marker of Pakistan, the Security Council noted with concern that preparations for national elections had been hampered by the continued fighting and the consequent virtual halt of the disarmament process.

The Council demanded that attacks on and the abduction of UN and ECOMOG personnel, and the looting of their property, cease immediately. It further demanded that all factions extend full cooperation to humanitarian relief organisations. It urgently called on member states to provide support to enable ECOMOG to fulfil its responsibilities in accordance with the Cotonou Agreement.

On 13 September, the Council "strongly condemned" the detention and mistreatment of 43 UNOMIL military observers and six NGO staff members. They were reported released on 19 September.

DHA

Emergency needs continue

Despite the absence of progress on the political front in Somalia during 1994, UN agencies and international organisations, in collaboration with local and international NGOs and UN military contingents, sustained humanitarian assistance to needy populations in Somalia. Food was provided as well as non-food relief aid. An early warning system, composed of humanitarian affairs coordinators, UN agencies, NGOs and personnel from other organisations, monitored vulnerable pockets within the country.

As the acute emergency phase receded as a result of international humanitarian intervention, self-reliance and community intitiatives were encouraged and direct support was provided in the form of supplies, training and management services.

Emergency needs remain acute

However, it was clear that, despite the progress achieved in 1994, given the political stalemate in Somalia and the insecurity which persisted in certain regions, emergency needs would become more acute during the first six months of 1995 as the United Nations Operation in Somalia (UNOSOM) completed its withdrawal by the end of March 1995. In regions with no security problems, extended relief and short-term rehabilitation should continue to be provided.

The UN agencies and organisations working in Somalia expressed their will to continue humanitarian assistance in 1995, stressing that failure to do so would result in a predictable new emergency.

An appeal for US$70.3 million for emergency relief and short-term rehabilitation activities covering the period 1 January to 30 June 1995 was launched by the UN on 22 December 1994. These activities included education of children, demobilisation of soldiers and provision of food aid to support reconstruction efforts, as well as repatriation of refugees and resettling of internally displaced people. With the withdrawal of UNOSOM, responsibility for ensuring the safety and security of humanitarian staff and property would depend on the Somali people's willingness to cooperate.

DHA

Day One for new Somali operation

Commenting on the UN's role in providing humanitarian assistance to "post-UNOSOM Somalia", Peter Hansen, Under-Secretary-General for Humanitarian Affairs, called 3 March 1995 "Day One" of a new phase for the United Nations, the Somali people and the humanitarian community. He noted that the UN was "emphatically not switching off Somalia's life support" and that the UN agencies as well as the NGOs which were present before, during and after the UNOSOM period were staying in Somalia.

DPI

WHO remains committed

Photo: UNHCR/B. Press

WHO has been involved in emergency operations in Somalia since January 1992, when the first Special Emergency Programme for the Horn of Africa (SEPHA) appeal was launched. This was followed by the 100-Day Action Plan in October 1992 and by a further appeal in April 1993. These appeals permitted the deployment of six long-term international staff and 40 local staff in WHO's seven sub-offices in Somalia and Nairobi.

WHO activities included the establishment of the Somali Central Warehouse in Mogadishu with Pharmaciens sans Frontières which provided more than 80 percent of the medical and surgical supplies used by national health facilities and NGOs. Additional drugs and supplies were provided to UNOSOM military facilities. Satellite warehouses were established in Bossaso and Hargeisha.

WHO established and maintains an epidemiological surveillance system which operates through the NGO network. The system monitors diseases such as diarrhoea and acute respiratory infections, tuberculosis and malaria. WHO also sent technical teams to assess and initiate plans for control measures.

Emergency activities in 1994 focused primarily on helping to control an outbreak of cholera which began in February. Ten experts were deployed in Somalia for cholera treatment and control. Drugs and diagnostic facilities were made available by WHO, which coordinated control activities with other UN agencies and NGOs. Logistics were provided by UNOSOM and UNICEF. The cholera situation was controlled by mid-1994, and by the end of October only a few isolated cases were reported from Kismayo and Bassaso.

In the Merka district, WHO continued to implement the 'basic minimum needs' (BMN) programme, a successful grassroots approach aimed at improving equity in health care and human welfare in general by promoting self-reliance and community participation. BMN operated in 48 Somali villages.

Despite the logistics and security protection offered by UNOSOM to all UN and other agencies operating in Somalia, security remained a major problem in 1994. Although UNOSOM withdrew from Somalia by the end of March 1995, WHO's activities in the country continue.

WHO

Renewed hopes for solution to conflict

After an overall improvement in the scope of humanitarian relief operations in 1993, renewed conflict in the on-going civil war during the first half of 1994 affected the humanitarian situation in southern Sudan and the transitional zone, causing large-scale displacement of civilians and limiting emergency humanitarian assistance activities of the UN and its partners in relief.

There were renewed prospects for a political solution when parties to the conflict agreed to participate in peace negotiations sponsored by the Inter-Governmental Authority on Drought and Development (IGADD). Several rounds of discussion took place in 1994; however, no agreement had been reached by the end of the year.

In early 1994, IGADD had assumed a separate, though complementary, role in the regional peace process by facilitating negotiations mediated by Operation Lifeline Sudan (OLS) with the parties for improved humanitarian access. On 23 March an agreement was signed on relief supplies and humanitarian assistance to war-affected areas of the country. Implementation modalities endorsed at that time were subsequently signed on 17 May into a related agreement which expands on the December 1992 accord among the Government, the Sudan People's Liberation Army (SPLA) and the UN. This strong reaffirmation of the humanitarian principles of OLS by the Government and SPLA factions resulted in significantly greater access for OLS and its partners in relief, expanding outreach and initially changing the programming environment significantly. At other times, surface transport operations in the south were disrupted, with many UN convoys attacked and looted. Humanitarian assistance was provided to more than 3.4 million people in the south, 50,000 in the transitional zone and more than 250,000 people in Khartoum.

In April the Under-Secretary-General for Humanitarian Affairs visited Khartoum in order to review implementation agreements and other issues affecting humanitarian relief operations in the Sudan. In June, an informal meeting of donors was organised in Geneva to review the status of programmes put forward in the 1994 appeal.

As in past consolidated inter-agency appeals for the Sudan, the proposed 1995 emergency humanitarian assistance programme was developed in accordance with three main principles: First, it should be seen as falling within the mandate established for DHA, namely, emergency relief and short-term rehabilitation needs related to the effects of war or civil conflict, or to the effects of a natural disaster.

Second, the proposed assistance was formulated in agreement with all other partners in relief — government, relevant NGOs, the ICRC — and is complementary to the efforts of these organisations. Third, the need for flexibility in order to adjust to changing conditions, re-prioritising needs requirements as necessary and requesting on that basis requisite support in a timely manner was considered.

For 1995, UN organisations requested through the consolidated inter-agency appeal for the Sudan a total of US$ 101,082,462 for 28 projects in six main priority areas.

DHA

Delegation essential

Established in 1989, Operation Lifeline Sudan (OLS) has offices in both Khartoum and Nairobi. The UN Coordinator for Emergency and Relief Operations in the Sudan, based in Khartoum, bears the overall responsibility for all activities planned and implemented under the OLS Agreement. However, for logistical reasons, a noticeable level of decentralisation in decision-making is attached to the OLS Southern Sector office in Nairobi, run under the lead of UNICEF.

DHA

Justice at last for South Africa

Elections were held in South Africa in April 1994 after decades of racist apartheid rule. The election resulted in the coming to power of a Government of National Unity led by President Nelson Mandela and composed of members of the African National Congress, the National Party and the Inkatha Movement.

UN observers were present in the country from September 1992 to May 1994. Under Security Council resolution 772 (1992), observers from the UN, the OAU, the EU and the Commonwealth were sent to South Africa to help local structures in controlling violence, thus ensuring the democratisation process including negotiations among the political parties for election arrangements.

Observing history

In January 1994, the Security Council expanded the mission's mandate to include election observation and the number of observers increased to about 2,000. Along with 2,000 NGO representatives and some 25,000 national election observers, they were deployed in polling stations around the country.

Despite predictions and fears that violence would disturb South Africa's first giant step towards democracy for all of its citizens, the election was remarkably peaceful.

Several UN organisations and specialised agencies have set up offices and initiated programmes in the country since the election, and others are in the process of doing so.

DHA

Sierra Leone update

Following rebel attacks in late 1994, thousands of people in Sierra Leone left their homes and sought refuge elsewhere in the country or in neighbouring states, mainly in Guinea. "Forced migration" in early 1995 caused the internal displacement of about 500,000 people, many of them to Freetown where the population increased to 1.5 million, and the flight of more than 200,000 people across the border, into Guinea.

This resulted, within Sierra Leone, in the overcrowding of small areas, acute shortages of basic survival items and breakdown of overburdened infrastructure. In Guinea, even if the living conditions of the refugees were generally acceptable upon their arrival, there was a warning that expected acute shortages of local resources, especially water, could lead to a drastic deterioration of their situation.

UN organisations and their partners were hindered by the prevailing security situation which led to a withdrawal of international staff to Freetown at the end of January 1995. Humanitarian activities continued, on a limited scale, with the involvement of national staff. In Forecariah, UNHCR and its partners took immediate action by deploying staff and relief items. The UN agencies appealed in March 1995 for US$14.7 million to respond rapidly and efficiently to identified new and unmet needs within Sierra Leone and for the new refugee influx into Forecariah, with life-saving programmes in key sectors such as food, water and health and basic education.

DHA

Training disaster managers

The Disaster Management Training Programme (DMTP) was conceived as a global programme and began its implementation in 1990 in South America. It was not until April 1992 that the programme began activities in Africa, since when the programme has had contact with 24 countries and territories, and has made a considerable impact on the way countries think about disaster management. By the end of 1994, the DMTP in Africa had completed its first phase. During that year the consolidation of many of DMTP's original goals was realised and foundations were laid for the establishment of strong disaster management programmes in many participating countries.

The DMTP is jointly run by DHA and UNDP. The programme in Africa is managed by DHA and implemented through a coordinator based in Addis Ababa. The coordinator is supported by technical staff of the Disaster Preparedness Centre at Cranfield University in the United Kingdom. Broadly, the DMTP aims:

- to support the development of disaster management capacity in disaster-prone countries;
- to facilitate a link between development planning decision-makers and their counterparts in disaster management;
- to assist in the process of raising awareness in the UN system, among NGOs and with donors.

Introducing a culture of management

The DMTP aims to introduce a culture of disaster management on the African continent, creating and encouraging the development of networks, the establishment of institutions, the promotion of inter-agency cooperation and the ultimate sustainability of disaster management as part of development programming.

Dealing with the threat of disaster and with actual disaster events is part of the process of development. The DMTP promotes "disaster management" as a comprehensive programme of activities aimed at reducing the vulnerability of populations to future disasters and preparing for disasters that may occur in the future to ensure an efficient and effective emergency response and rehabilitation and recovery programme.

In Africa the DMTP strategy begins with a national disaster management workshop which aims to identify a country's disaster management priorities. However, the workshop also aims to start a process by ensuring that time is spent on developing a national disaster management planning agenda and defining action steps that need to be taken to ensure implementation. These workshops are primarily for governments, who play a major role in organisation and delivery but, because effective disaster management requires the involvement of all key actors, the workshops include representatives of the UN system, national and international NGOs and some donors.

Defining action steps in the workshop ensures that the programme continues. Funding is available within the programme to support projects emerging from the workshops which emphasise the development of disaster management policy, the building of structures and the promotion of planning and training. In time, the whole range of disaster management activity should be incorporated into the development planning and programming cycle, integrated into ongoing development programmes as a protection to the whole process of development.

National workshops have been held for Botswana, Namibia, Zambia, Kenya, Djibouti, Uganda, Eritrea, Tanzania (and Zanzibar), Lesotho, Swaziland, Zimbabwe, Sudan, Ethiopia and Malawi.

Natural disasters in Africa which prompted an international response

January	
Madagascar	Cyclones Daisy & Gerald
February	
Mauritius	Cyclones Hollanda & Ivy
Uganda	Earthquake
March	
Madagascar	Cyclone Litanne
Madagascar	Cyclone Nadya
Mozambique	Cyclone Nadya
August	
Niger	Floods
September	
Cameroon	Floods
Sudan	Floods
Benin	Floods
Nigeria	Floods
October	
Zaire	Floods
Senegal	Floods
November	
Djibouti	Floods

DHA

In addition, a sub-regional workshop was held for the countries of the Sahel and West Africa: Burkina Faso, Cape Verde, Chad, Gambia, Guinea Bissau, Mali, Mauritania, Niger and Senegal. This workshop may lead to country-level activities in the future.

Follow-up to these workshops can now be seen in many of the participating countries as projects are prepared based on each country's priorities.

Sustainability is important for the DMTP in Africa. Building capacity in Africa in support of national programmes is, therefore, an integral part of DMTP strategy. A number of sub-regional institutions exist in Africa. Their aims and objectives may differ: some are political institutions, some are economic, some environmental, but they all act on behalf of a number of member states and as such can provide a forum for the examination of key issues common to several countries, and can supply technical information and training backup to national programmes. In anticipation of this becoming an increasingly important aspect of the work of the DMTP in Africa, a workshop was held in Addis Ababa in 1994 which brought together six sub-regional intergovernmental and non-governmental organisations to raise awareness and develop the necessary frameworks for future activities.

The first phase of DMTP was completed at the end of December 1994 but the programme was never conceived as short-term. Indeed, it may take many years for individual countries to have in place the requisite structures and systems and for the reductions in vulnerability and improvements in preparedness to be recognised. Thus, the second phase of DMTP in Africa will begin in the middle of 1995 and will focus on consolidating what has been achieved, ensuring that workshops are followed up, that policies and strategies are developed, that structures and systems are built and that training and management support is promoted. Emphasis during phase two should also be directed at securing the sub-regional capacity, at working more closely with NGOs and at developing an effective collaboration with the IDNDR Secretariat.

Increasingly, the programme should involve other UN agencies, particularly in their areas of specialisation. The result, over time, should be the implementation of effective disaster management operations and systems, which interrelate and are mutually supportive, and which lead ultimately to reductions in the loss of lives and property, and to economic growth.

Disaster Preparedness Centre
Cranfield University, UK

Partners in brief

WHO in Africa

From the very onset of the crisis in Rwanda in early April, WHO, in close cooperation with and under the leadership of DHA, participated in assessing the situation and the emergency needs arising from it. The cooperation grew steadily, and WHO is currently responsible for coordinating the health sector in order to link initial emergency responses to longer-term rehabilitation and reconstruction of the country's severely damaged health infrastructure. A Task Force on Rwanda was formed at WHO headquarters in the early stages of the crisis as part of the organisation's strategy to strengthen its capacity to play an active humanitarian field role in such emergencies.

A turning point in the mobilisation of WHO's capacities to respond to the crisis came immediately after the exodus of Rwandan refugees to Goma, Zaire, in July. In accordance with the Director-General's decision to take a more active and direct managerial role in complex emergencies, a special coordinator was appointed. The Special Coordinator's Office was set up in Kigali to oversee WHO's humanitarian activities in the sub-region.

WHO's contribution in 1994 to the overall humanitarian effort in Rwanda included:

- technical support to UNHCR, UNICEF, NGOs and other implementing partners in the refugee camps;
- technical contributions on matters of vaccination in Goma at the request of UNICEF;
- provision of emergency medical supplies in coordination with other agencies in the refugee camps;
- liaison between international agencies and local health authorities, and assistance to local health structures;
- joint activities with UNICEF, including the revitalisation of the Central Pharmacy in Kigali;
- development of an epidemiological information system for the sub-region with electronic mapping, with technical support from the WHO Pan-African Centre for Emergency Preparedness and Response.

From 1992 to December 1994, WHO carried out primary health care activities in assembly areas for demobilised soldiers and their families in Mozambique. This was done in collaboration with NGOs and the Health Department under UN Operations for Mozambique (UNOMOZ) as stipulated in the General Peace Agreement concluded between the Government and the RENAMO resistance movement.

WHO seconded a staff member to the UNOMOZ Technical Unit to manage the project. Another staff member was seconded to the UN Office for Humanitarian Assistance Coordination, to ensure links between the relief phase and the rehabilitation/reconstruction phase once the elections had been carried out and the demobilisation of soldiers completed.

WHO activities included: medical check-ups for 59,347 soldiers in 49 assembly areas, consultations and medical examinations benefiting 233,365 soldiers, dependents and local people, identification of 3,237 disabled soldiers, rehabilitation of six health facilities to form part of the national health system, health education activities in accordance with national policy and guidelines, on-the-job training for RENAMO health workers and collection and dissemination of epidemiological information.

WHO

WFP in Africa

The World Food Programme helped more than 26 million people in Africa in 1994. Food aid provided by WFP represented approximately 40 percent of the total grant assistance to the continent by the entire UN system.

The magnitude of the ongoing refugee crisis in Rwanda tilted the allocation of WFP resource commitments in 1994 towards eastern Africa. A high share also went to West Africa, where war and civil conflict continued to ravage Sierra Leone and Liberia.

WFP's commitment to relief operations in the region amounted to US$709 million. More than 1.5 million metric tonnes of food went to five long-term refugee and displaced persons operations and 31 relief projects in 22 countries.

The largest and most complex emergency was the Rwandan refugee crisis. In early 1994, WFP was providing food for more than one million refugees and displaced people in Burundi, Rwanda, Tanzania and Zaire.

The Rwanda regional crisis posed an enormous logistical challenge for WFP. Some 60,000 metric tonnes of food were required every month in order to avoid mass starvation. Within 48 hours, WFP began delivering food to Goma by air. A week after the first relief flight had landed in Goma, a large trucking fleet was established which included 50 long-haul trucks from Jordan, 44 from Ethiopia, 30 from Eritrea and 30 from Zimbabwe. During 1994, WFP committed 400,000 metric tonnes of food, at a cost of $242 million, for the Rwanda/Burundi emergency. Starvation and famine were averted.

By the end of 1994, WFP had launched a variety of food-assisted schemes in Rwanda to encourage the opening of schools, offer employment opportunities, and rehabilitate the agricultural sector. In Burundi, aid packages consisting of food, seeds and tools helped in the resettlement of more than 280,000 displaced people. The resettlement of people on their land and the rehabilitation of basic infrastructure is vital in avoiding long-term dependency on food aid.

Beyond relief

In eastern Africa, other long-term emergencies continued. In Sudan, where 3.8 million people rely on relief supplies, WFP continued to play a major role in coordinating food aid deliveries and providing primary transport for NGOs. In an effort to promote development, capitalising on improved harvests, WFP collaborated with NGOs in food-for-work activities to rehabilitate the infrastructure, increasing safe water supplies and sanitation. An estimated requirement of one million metric tonnes was pledged and delivered to Ethiopia.

Kenya required massive amounts of food aid and commercial food imports to cope with the drought of 1993/4. Targeted interventions and rehabilitation schemes were introduced, including expanded school feeding and food-for-work projects, especially in drought-affected areas.

In Somalia, despite the ample harvest, security remained highly volatile. Most international relief agencies had left the country by late 1994. WFP remained and provided information and other services to those who had left. Food-for-work schemes contributed to the rehabilitation of agriculture, roads and waterways.

In Mozambique, more than a decade of civil war had devastated the country, causing major population dislocation and the destruction of the economy, rural infastructure, agricultural and social services. By September 1994, an estimated two million internally displaced people and more than 1.5 million refugees had returned to their homes. WFP provided food to the returnees for the reconstruction of roads, and the rehabilitation of schools and health centers.

In Angola, a country crippled by many years of devastating civil conflict, WFP is coordinating humanitarian relief and air transport to war-affected areas. WFP has working agreements with more than 40 NGOs which play a leading role in ground operations.

West Africa witnessed renewed and intensified civil conflict in Sierra Leone and Liberia. The tragic heritage of years of civil war seriously disrupted the public infrastructure, the economy and the social and ethnic fabric of both countries. Until the explosion of the Rwanda/Burundi crisis, the Liberia Regional Operation had become the single largest complex relief programme in Africa, necessitating the yearly mobilisation of more than 200,000 tonnes of food aid at an annual cost to WFP of approximately $100 million to feed 2.5 million war-affected beneficiaries to the four affected areas of the sub-region: Liberia, Sierra Leone, Guinea and Cote d'Ivoire.

WFP

IOM and peace in Mozambique

The last quarter of 1994 was an eventful and moving period for Mozambique in the military, political and humanitarian fields. The country held its first national elections after 16 years of civil war. Millions of displaced Mozambicans returned from all over southern Africa, and the former combatants were finally demobilised. After these long years of war, future prospects looked brighter than ever before.

Together with the UN system and many NGOs, IOM played a key role in this process. It helped demobilise the former fighters, reintegrate internally displaced people and repatriate refugees from Malawi, Tanzania, South Africa and Swaziland. During the October elections, IOM was called upon to assist in organising, training and deploying more than 30,000 party monitors for the electoral process. It enabled a local theatre group called "Mozambiquerote" to tour the country and perform plays on themes related to civic education, land mines, elections, and returning refugees.

During its presence in Mozambique, the organisation assisted 458,685 people. Commenting on the peace process, the UN Secretary-General's Special Representative, Aldo Ajello, noted that "in all three components of the UN mission in Mozambique, the IOM was instrumental... At one point I asked the various units, including IOM, to perform a miracle. Nobody could believe that they could make it. Well, they made it".

On 7 December, the Mozambique Peace Movement granted IOM the Peace Award in recognition of the organisation's contribution to the establishment of a durable and lasting peace in the country.

IOM's activities in Mozambique will continue in 1995 and will be further involved in the initial reintegration process, helping refugees from Malawi and South Africa to return and 70,000 internally displaced people to be transported to their homes. Finally, a new medical project is planned to cover remote districts in nine of the country's ten provinces and two migration-for-development programmes are being implemented: the return of Mozambican scholarship holders from the NIS and other Eastern European countries and the return and reintegration of qualified Mozambican nationals.

IOM

Issues in focus

Bad water kills 25,000 people a day

Water is essential for life, food and human development. It is essential for agriculture and industry and to sustain the environment. It determines the quality of land. It is the natural habitat for fish, which provide 23 percent of the world's protein. It sustains natural wetlands which determine the character and viability of many environments and provide natural water treatment and flood control functions. It is the same finite water with its vulnerability to pollution and misuse that meets all these needs.

Even the tiny fraction of water that is fresh and accessible is enough to meet human needs twice over, if it can be properly collected and protected. The bad news is that the way we abuse it, the water is not sustaining the population. We fail to collect water properly, fail to protect what we have collected, and we pollute it daily with waste from agriculture, from industry and from our own bodies.

These failures, together with the rise in the world population and a rush to the cities, confronts humanity with a crisis more immediate than global warming or the hole in the ozone layer.

The human victims of these often important environmental threats are few so far, compared with the millions — including four million children — who die each year because they lack clean water and effective sanitation.

The economic costs of water pollution and misuse are visible everywhere. The International Commission on Irrigation and Drainage estimates that two-fifths of irrigated land across the world is at risk, or already affected, by waterlogging or sanitation. Toxic contamination renders ground water unavailable for generations.

Three-quarters of Poland's rivers are too contaminated even for industrial use.

In Manila it is estimated that 60 to 70 percent of the flow of the Pasing River is untreated sewage.

Yet no country is exempt from the need to preserve water sources and to prevent contamination by human, agricultural or industrial waste. In Western Europe there is increasing concern about the cost of maintaining drinking water quality. In Eastern Europe, systems are poorly maintained and unreliable, and pollution of rivers and groundwater has gone unchecked. The Aral Sea, once the fourth largest lake in the world, has halved in size since the 1960s, and the salinity of the water has tripled, mostly because water from feeder rivers was directed recklessly to irrigate cotton and rice fields.

Sound management needed

The need for environmentally sound management of the world's freshwater resources is clear. Freshwater resources are an indispensable part of all terrestrial ecosystems. Human beings use freshwater for a greater variety of purposes than virtually any other compound. This makes the conservation and management of this resource an essential goal.

Another important reality is that most people desire a high material standard of living for themselves and their families. This desire typically translates into increased socio-economic development, which is followed by increased demands for freshwater resources.

Until about two decades ago, it was generally believed that socio-economic development could only be achieved at the expense of environmental quality. In other words, some degree of environmental damage or misuse was an inevitable cost of socio-economic development.

However, since then it has become clear that the opposite is actually true. Long-lasting socio-economic development cannot be achieved without also considering environmentally sound management and sustainability of freshwaters. Indeed, there seems little point in raising the human standard of living if one must also live in a degraded and polluted physical environment.

A prerequisite for development

The primary objective of investment in improved water supply and sanitation has always been seen as protection of human health and well-being. Now there is worldwide recognition that more rapid progress in improving water supply and sanitation is also a prerequisite for sustainable economic and human development, and for protection of aquatic ecosystems. Health, economic and environmental goods are mutually supportive. They combine to make a powerful case for investments beyond the traditional health and social services budgets.

Water supply and sanitation investments need to be seen as an integral part of national economic planning and strategies for protecting the environment.

In the 1980s, UNEP developed an approach to freshwater management called "Environmentally Sound Management of Inland Waters". Its purpose was to deal adequately with the multiple functions of freshwater resources, working within the framework of an integrated water system as a whole.

It includes: assistance to governments in development, approval, implementation and financing of environmentally sound water management programmes, training of experts and establishment of training networks in developing countries to implement environmentally sound water management programmes and related capacity and institutional building, preparing guidelines and manuals for environmentally sound management of trans-boundary freshwater systems, making regular global assessment of the state of the environment of inland freshwater systems, and informing the media of achievements, and raising public awareness.

1.3 billion people lack access to clean water.
1.7 billion have inadequate sanitation facilities.

The process is in two stages: the first is to produce a diagnostic study which characterises the status of existing environmental problems and water management concerns, demographic features, relevant legislative and regulatory structures and the political structure and possibilities of a drainage basin.

The second stage is the development of a basin-wide action plan, comprising a series of projects or remedial actions to be implemented on the national level within a drainage basin. The action plan also allows for assistance in identifying potential funding sources, to facilitate implementation of the projects. UNEP Regional Offices are committed to helping in this process.

UNEP Regional Office for Europe

Water systems under attack

If water supplies are cut off, interrupted or damaged in situations of conflict, health is at risk and life itself may become impossible. Water systems are sometimes deliberately attacked for military advantage. Many of the power stations in Iraq were targeted in the very first days of the Gulf War, cutting off electricity and preventing pumps and treatment stations from running. During the conflict in Rwanda, stocks of disinfecting chemicals ran out and could not be replaced. Water infrastructures in cities, where warfare tends increasingly to occur, are particularly vulnerable to attack or disruption. Recent examples are Aden, Beirut, Kigali, Monrovia, Mostar and Sarajevo.

Water scarcity, contamination or the related problem of waste disposal, have terrible consequences. Standards of hygiene deteriorate, diseases spread and mortality rates increase. Where water infrastructures have been damaged and water-treatment chemicals are in short supply, the risk of epidemics is heightened.

Thirst, dehydration and diarrhoea add to distress and misery, and a significant increase in parasites and insects can lead to outbreaks of typhus and plague. In a growing number of conflicts, water-related problems are reported to cause even more casualties than direct injury by weapons. The consequences of lack of water may be less spectacular than the wounds caused by weapons, but they have an equally strong impact on the incidence of disease and death among the civilian population and they may extend far beyond the end of active hostilities.

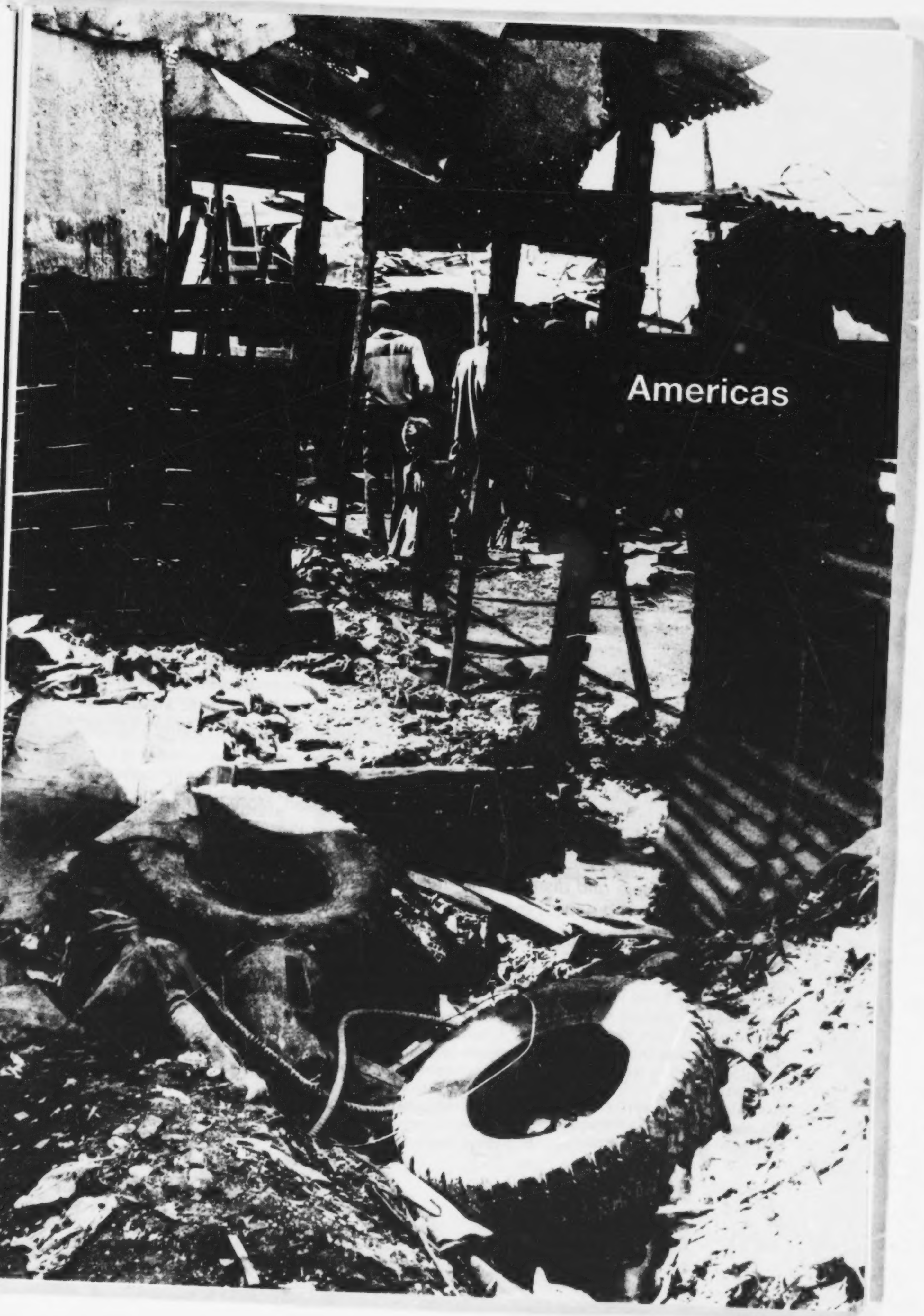
The harm caused to water and to agricultural production systems during conflicts can deprive people of the means to grow their crops. This can result in malnutrition, starvation, disease and, in some situations, displacement of entire populations. Gunfire, bombardment or snipers while queueing for and collecting water is another risk. When pressure on available water supplies becomes intense, small streams can become overused or saline, and violence can break out within communities over access to them.

In 1994, the ICRC launched major water and sanitation projects in many parts of the world. The complexity of the task facing water engineers attempting to restore urban supplies often presents an overwheming challenge.

Certain provisions in the Geneva Conventions and their Additional Protocols protect drinking water installations, supplies and irrigation works which are "indispensable to the survival of the civilian population". In many contexts, these provisions are deliberately ignored by warring parties. Since they relate to international conflict, they are less comprehensive when it comes to internal conflicts.

The ICRC is calling for greater respect for international humanitarian law protecting water in times of armed conflict. It appeals to regional water networks and associations, to professionals in the water industry, to UN agencies, concerned international organisations and NGOs to help make it possible to respond more effectively and rapidly to alleviate the human suffering caused by damage to water supplies. This is part of its mandate to take preventative measures and to act to ensure protection and assistance for people affected by hostilities.

ICRC



Americas

Introduction

Haiti was the focus of the world's attention in the Americas in 1994. Although the military junta which had taken power in 1991 stepped down peacefully in September and the occupation by US troops and other forces was not opposed, for months a war between the de facto government and the UN-sanctioned mission had seemed likely.

The return of Haiti's president, Jean-Bertrand Aristide, was a milestone in the UN mission, but the rebuilding and strengthening of the country's civil and political infrastructure will continue for years. Economic conditions remain dire, and Haiti's limited ability to cope with natural disasters was exposed in December, when tropical storm Gordon devastated Port-au-Prince and the south, and killed more than a thousand people. The international community responded generously to the appeals launched on behalf of Haiti, and reconstruction efforts have begun in many sectors.

Tropical storm Gordon brought tragedy to many other countries as it carved its destructive path through central America and the Caribbean. More than 2,000 people died as a result of only the most serious of 1994's many cyclones. Cyclones were not the only natural hazard and earthquakes, forest fires and a volcanic eruption in Mexico all displaced people and disrupted normal life. The most damaging disaster of the American year, and the most expensive in US history, was the January earthquake which rocked Los Angeles. That quake killed more than 600 people and left 25,000 homeless.

New hope for Haiti

Photo: DHA

The year 1994 will be recorded as one of the most eventful in Haiti's history. Its democratically elected President, Jean-Bertrand Aristide, who had been overthrown in a military coup in 1991 and remained in exile in the United States, returned in October. His triumphant installation brought new hopes that this desperately poor country might begin the processes of reconciliation and reconstruction so necessary to the development of its people and its economic, political and social structures.

This is no small task given the state of extreme disruption that has characterised Haiti for years. Underdevelopment, poverty, political turmoil, collapse of the public sector, decaying infrastructure and severe environmental degradation combine to make it the poorest country in the western hemisphere and one of the poorest in the world. The coup d'etat of September 1991 and the sanctions which followed, including a UN embargo on arms, military and police supplies and oil shipments, aggravated the country's already troubled situation at all levels: institutional, administrative, social, economic and cultural.

Two-thirds of the Haitian people live below the poverty level. Many Haitian labourers work 12 hours a day for just cents an hour. At least 75 percent of the population is illiterate. The near collapse of medical services, the absence of nutritional education and resources, and the high number of illegal abortions give it one of the highest maternal mortality rates in the world. An ecological disaster of monumental proportions has stripped the country of its once flourishing tropical forests, washed away its fertile topsoil, and smothered its coral reefs and marine nurseries.

Environmental catastrophe combined with uncertainty over land ownership on the part of small farmers who depend on tiny patches of land for their food (but can lose the land on the whim of large landowners) jeopardise the country's food security. The nutritional status of pre-school-aged children has fallen; morbidity caused by transmissible, infectious and parasitic diseases has risen; and movements of people who fled repression have made an already precarious situation in the health, nutrition and education fields even worse. Some 60,000 people left the country after President Arisitide was toppled, most of them in overcrowded boats. A number of professionals also fled.

Military mission authorised

On 13 July the International Civilian Mission to Haiti, jointly sent by the OAS and the UN to monitor human rights violations and repression, was evacuated for security reasons after the Haitian authorities declared its presence undesirable. On 31 July the UN Security Council passed Resolution 940 (1994) authorising a US-led intervention empowered to use coercive means if sanctions failed to remove the military government. The military operation was to be followed by a UN peacekeeping force, the Mission in Haiti (UNMIH).

A UN envoy sent to the Dominican Republic in August was unable to arrange a visit to Haiti to persuade the military elite to step down and, in September, former US President Jimmy Carter arrived in Haiti to try to negotiate a peaceful resolution of the crisis. On 19 September 19,000 US troops and 820 police monitors from 20 countries began to occupy the country. The coup leaders left on 13 October and President Aristide returned two days later.

Human rights observers of the UN and the OAS went back to Haiti and opened an office to monitor human rights violations, in particular extra-judicial executions, forced disappearances, and kidnappings of supporters of President Aristide by members of the armed forces and the paramilitary who had not been disarmed.

The UN Secretary-General, in a report to the General Assembly entitled *The situation of democracy and human rights in Haiti* noted improvement in zones where the presence of the multinational forces created security. Members of popular mass organisations who had been forced to live clandestinely due to terror carried out by the armed forces and paramilitary groups could resurface and exercise fundamental rights.

Nevertheless, in rural areas the situation was still insecure. Repression, intimidation, aggression, and destruction of the property of those who supported the presence of the

Natural disaster increases the suffering of Haiti's people

Tropical storm Gordon hit Haiti shortly before Under-Secretary-General Hansen's mission in December. Heavy rains and floods devastated areas of Port-au-Prince and the southern part of the country. The storm affected 1.5 million people: 1,100 died, 61,500 required emergency assistance, 3,600 homes were destroyed, 10,800 were partially damaged, and 8,600 families were made homeless.

Following the appeal for international assistance by the Haitian Government, DHA sent an UNDAC team to support the Prime Minister's Special Task Force to assess needs and coordinate relief efforts.

DHA organised an airlift of 30 metric tonnes of basic relief items from its Pisa warehouse, financed by the Governments of Italy and Luxembourg. DHA provided an emergency cash grant of US$38,000 and, in response to its appeal, the German Government provided DM 150,000 ($100,671) and the Sasakawa Foundation of Japan contributed $20,000. Contributions from the international community amounted to more than $6 million.

DHA

. Repression, intimidation, aggression and destruction... were still being perpetrated.

multinational forces and the return of President Aristide were still being perpetrated by military and paramilitary forces.

The mandate of the human rights observers was extended for a year and was broadened to include possible election monitoring and the strengthening of human rights institutions and organisations. It will continue to verify Haiti's compliance with international human rights obligations and to assist in establishing a climate of freedom and tolerance that will help to re-establish democracy. Parliamentary elections, originally scheduled to take place in December, were delayed until June 1995.

In November the US announced that it would cut its troops to 6,000 before mid-December, having established "a secure and stable environment" in accordance with Security Council resolution 940. The Security Council approved an increase from 60 to 500 UN military observers and police monitors to help with the transition from a US-led force to UNMIH, half of which comprise US personnel.

The humanitarian assistance provided to Haiti by the international community under the difficult conditions of the past years addressed only the most pressing basic needs. Despite tangible results in a number of areas, the assistance did not prevent conditions from deteriorating. The economy has been badly undermined. Unemployment and underemployment are very high. Real income has declined. Services are non-existent. The social consequences and environmental deterioration continue to be severe.

With the return of the constitutional government, socio-economic revival and public administration operational capacity are indispensable if the most pressing public expectations are to be met.

Appeal launched for emergency rebuilding

DHA had prepared for a likely invasion of Haiti and the possible effects on humanitarian needs and operations. It had convened planning and information sharing meetings with UN agencies, NGOs and other concerned groups, and close liaison was maintained with the UN Department of Peacekeeping Operations.

A DHA team was deployed shortly after US troops arrived in Haiti. It prepared an appeal for additional resources for humanitarian assistance and emergency reconstruction, served as the Humanitarian Coordinator's liaison to the Multinational Forces to work out the modalities of military support for humanitarian operations, and carried out both press and internal information functions.

A new humanitarian response on the part of the UN system was organised in close consultation with the Haitian Government, UN agencies, the OAS, donors and NGOs. It was reflected in a new appeal launched in December in Washington DC by Lakhdar Brahimi, the Secretary-General's Special Representative for Haiti, and at the office of Prime Minister Smarck Michel in Port-au-Prince by Peter Hansen, Under-Secretary-General for Humanitarian Affairs, who spent three days in Haiti in early December.

The request for US$78 million sought to meet immediate humanitarian needs and to assist in the transition to reconstruction and development. It covered the first six months of 1995 until development programmes got under way. This consolidated inter-agency appeal was different from traditional appeals in that it sought to alleviate the suffering of the poorest segments of society while helping to revive vital government capacities, particularly operational and planning capacity in public administration. The appeal document stressed the overriding importance of socio-economic renewal for political stability in the country.

Priority activities were identified in the fields of governance, agriculture, environment, education, job creation and income generation, emergency health activities, nutrition, water and sanitation, food aid, community support and reintegration of refugees, returnees and displaced persons, and support to local communities and the private sector.

Technical assistance for public administration, including the judiciary and Parliament, were also included. Job creation aimed at achieving a rapid rise in family income and urgent measures to arrest environmental deterioration were given special attention. Women, among the poorest in the population, were addressed as beneficaries and as active participants at every stage of the development process.

These activities reflected urgent needs and were designed for rapid implementation and immediate positive impact. They were also intended to be sustainable in order to facilitate a smooth transition to medium- and longer-term reconstruction and development efforts such as those envisaged in the Economic Emergency Recovery Programme devised by the international financial institutions, UN agencies and bilateral donors.

Nutritional rehabilitation and education: Terre des Hommes in Les Cayes

During the embargo imposed by the international community, and despite the provision of food aid by the UN, Terre des Hommes personnel noted an increase in cases of infant malnutrition, probably due to increased unemployment and the doubling of the price of dried peas, the main source of protein for poor people. Acute malnutrition, severe malnutrition and related diseases continued to afflict people in the south of the country in 1994. Health services, especially public ones, continued to deteriorate. In order to attain the first goal set by PAHO, Terre des Hommes has been carrying out a nutritional education and rehabilitation programme in the town of Les Cayes.

Nearly 400 children presenting the second standard deviation on a weight-for-height nutrition scale or symptoms of kwashiorkor were restored to health. Some 150 others were treated for tuberculosis. Parents were instructed in disease prevention at weekly information meetings and 300 children at risk were monitored regularly by a nutrition supervision system that provided a daily food supplement. Terre des Hommes also supported the schooling of 300 poor children.

This programme was supported by the humanitarian aid department of the Swiss Government and by the EU's humanitarian arm, ECHO. An oral rehydration unit was established thanks to support from WHO.

Terre des Hommes

Reflections on the UN's humanitarian role

The imposition of sanctions worsened the humanitarian situation and caused more hardship for the already impoverished Haitian people.

The ban on projects dealing with long-term political, agricultural and social development made genuine long-term progress impossible. The inability to address human rights issues, which form a critical part of humanitarian aid, prevented UN organisations from helping those who sought their protection from threats and physical

Photo DHA

violence.

Until the return of President Aristide, the activities of the various UN organisations in Haiti were difficult to sustain. Attempts at coordination among them were accelerated before areas of common interest were thoroughly explored.

On the positive side, UN agencies worked directly with the non-governmental sector. This allowed for the development of grassroots projects that brought primary health care and nutritional information into the neighbourhoods. Ties to the people are an invaluable asset for future development projects; reaching out to small companies and individual enterprises is also important.

WFP provided food in the schools, thus doubling school attendance; PAHO sold emergency drug supplies, creating the basis for a new drug programme. The success of many of UNDP's projects rested on their acknowledgment of the importance of small business. Programmes such as these, with strong connections to community-based organisations and to the people themselves, provide an opportunity for the successful reconstruction of Haiti.

DHA

A prescription for Haiti's health care system

The crisis in Haiti occupied a substantial amount of time for the Pan-American Health Organisation, WHO's regional office for the Americas. It formulated policies and strategies and coordinated external assistance to prevent further deterioration of the country's health care system. PAHO and the office of its Representative in Haiti launched and coordinated appeals to the international community. The response was impressive — US$31.6 million — but it was barely enough to slow the deterioration in public health resulting from the crisis itself and from the sanctions imposed on Haiti.

PAHO/WHO coordinated two major projects in 1994 which enabled humanitarian activities in Haiti to continue. One was the Humanitarian Fuel Programme, a fuel management project on behalf of the UN and the OAS for the procurement, storage and distribution of fuel to humanitarian agencies. A Fuel Management Committee was convened to provide overall policy guidance and to determine eligibility for fuel allocations following strict humanitarian assistance criteria. Of 625 applicants, 325 agencies were approved. A total of 2,951,295 gallons of diesel oil and 679,088 gallons of gasoline were imported over a ten-month period. This allowed the continuation of health services, clean water system projects, food distribution and other critical life-saving activities.

The second involved the organisation of chartered humanitarian flights from Miami to Port-au-Prince following the suspension of commercial flights to Haiti in June. At the request of the US Government and in consultation with the UN and the OAS, PAHO accepted responsibility for organising the flights on behalf of all interested agencies. Up to 24 October, nine flights delivered 163,682 pounds of freight, mostly medical supplies from PAHO.

Information tool updated

Finally, PAHO/WHO implemented a relief supply management project known as SUMA in coordination with DHA.

Short for 'Medical Supply Management in the Aftermath of Disasters in Latin America and the Caribbean', SUMA is an information tool at the national level that helps disaster-stricken countries to classify, sort and inventory donations in the aftermath of a disaster. By the end of 1994, more than 800 people in Latin America and the Caribbean had been trained in SUMA methodology. A new release of SUMA software was designed and distributed throughout the region in 1994 in English, Spanish and French.

Managing incoming relief supplies and pledges from the donor community requires specialised attention, not only in the aftermath of natural disasters but also in humanitarian assistance operations. A regional team of SUMA experts was in Haiti in 1994 to assist the authorities and UN agencies (UNDP and DHA) in this particularly complex situation.

A module to manage pledges was added to the software, and the mobilisation of SUMA left a trained cadre of Haitian nationals in place to manage the programme in the future. The experience in Haiti confirms that the SUMA methodology is appropriate for both natural disasters and complex emergencies.

WHO

Disasters in the Americas

The Caribbean

The 1994 hurricane season — from tropical storms Alberto through Gordon — may have been the deadliest since 1900. More than 2,000 people are estimated to have died, most of them in Haiti, during Gordon's two week sweep through the Caribbean, the Gulf of Mexico and the Atlantic Ocean in November. Forecasters lamented their ability to predict capricious storm movements and to communicate their destructive potential to the public. Hurricane experts believe that a new hi-tech reconnaissance jet set for deployment in 1996 will help.

Cuba: A DHA Disaster Management Team visited provinces hit by floods in December 1993 to inspect bridges, housing, coffee plantations and infrastructure that were destroyed or damaged. The death toll was 25, with three people missing. More than 51,000 people were evacuated from their homes, and roads, railway lines, electricity and phone cables were damaged. Agricultural production was also affected. The floods came at a time of severe economic crisis for the country, prompting the government to request international assistance for food and construction materials. The EU, the governments of the Netherlands and the UK, and several national Red Cross associations responded with cash donations after appeals by the Federation and DHA, which approved an emergency grant for relief supplies and channelled 20 metric tonnes of nails from Luxembourg.

In May, floods caused by heavy rains resulted in tremendous damage to nearly 6,000 homes. Crops were submerged and the sugar cane harvest was halted. The floods forced more than 10,000 people from their homes. Then in November, tropical storm Gordon struck, causing more than US$30 million in damage to housing, crops, seawalls, livestock, roads and communications networks and affecting 42,820 people. Due to prompt evacuation procedures and preventive measures taken by the authorities, the death toll was very low. A DHA Disaster Management Team met in early December to assess needs. Priorities were food, medicines and construction materials. DHA, UNDP and the EU provided cash grants, the Government of Luxembourg sent 36 metric tonnes of construction materials, and the Sasakawa Foundation donated funds through DHA.

Martinique: Tropical storm Cindy swept the island in August, making 3,000 people homeless and cutting bridges and burying roads under mudslides.

Saint Lucia: Tropical storm Debby caused casualties and infrastructure damage in September. It destroyed bridges, limited access to villages, and disrupted water supply for a week. Four people died, 24 were injured and six were missing. Neighbouring Dominica, Saint Vincent and Jamaica were also affected. Transport boats, bottled water, an engineer and an information systems manager were provided by Grenada, St. Vincent and Martinique and by aid organisations. DHA channelled contributions of $83,290 and provided an emergency grant of $20,000.

Central America

Costa Rica: Severe floods caused by tropical storm Gordon were reported while a DHA field mission was in the country to promote the establishment of a network of national disaster assessment and coordination experts. Two thousand people were affected and damages of $3 million were recorded. A state of emergency was declared in the affected provinces.

Mitigating natural disasters in Latin America and the Caribbean

The Latin American and Caribbean region is prone to earthquakes, volcanic eruption, floods, landslides, tsunamis and technological hazards. Nine DHA disaster mitigation projects were in progress in 1994 and nine more were being prepared.

The common objective of these projects was to strengthen national civil defence systems and their ability to cope with various types of natural and technological disasters. In this way we can best save lives, minimise the number of victims and reduce the economic, social and environmental damage that usually results from such disasters.

Disaster mitigation projects typically include:

- mapping hazards and high-risk areas,
- establishing disaster management data banks, satellite monitoring and alerts systems, emergency plans and centres for industrial accidents,
- search and rescue training, and
- organising seminars and workshops as well as public awareness and information campaigns.

DHA continues to assist in projects in the following fields: fact-finding and assessment missions, project formulation, fund-raising, technical assistance and/or implementation supervision, work plans and administrative support.

DHA

Hundreds of people, including Nicaraguan migrants, were evacuated. DHA and UNDP monitored the situation. Gordon also inflicted damage on Nicaragua, Panama and Haiti.

South America

Bolivia: Landslides and floods followed torrential rains in February and March, isolating hundreds of poor rural communities in the departments of La Paz and Cochabamba. According to the Bolivian Red Cross, 33,000 families were affected. Due to the inaccessibility of the area, agricultural products such as rice, manioc, coffee and fruit could not be transported for stockpiling and sale, thus depriving the peasants of their main source of income. Food and medicines which are usually brought in could not reach the area, resulting in higher prices for people who are chronically impoverished and malnourished. Malaria and gastrointestinal diseases increased and an outbreak of yellow fever was feared.

The affected provinces of La Paz were declared disaster areas. Civil defence teams airlifted some food to a local airfield for distribution by boat. With limited resources at their disposal, local officials assessed needs. Food, tools, equipment for road repairs, and medicine such as antibiotics and anti-malarial preparations headed the list. The Bolivian Red Cross appealed for emergency food rations, transport and communications assistance for 10,000 families. The Governments of Spain and the US sent cash and food.

Colombia: A strong earthquake shook parts of the country in June, causing 270 deaths, making 32,000 people homeless, damaging buildings and power lines, and unleashing severe floods. A state of emergency was declared in the area, much of which is inaccessible. Two villages were swept away by avalanches and 12 others severely damaged. Emergency camps were set up to house 18,000 people. More than 1,000 deaths were recorded and more than 1,700

Ongoing disaster mitigation projects in Latin America and the Caribbean region

Argentina: mitigation of volcanic and industrial risks
Hazard and risk mapping, monitoring network, industrial accidents emergency centre, public awareness.

Chile: institutional strengthening of civil defence
Upgrading of the existing legal and institutional disaster management system.

Colombia: disaster mitigation programme (earthquakes, volcanic eruptions, floods, landslides, tsunamis, technological hazards)
Hazard and risk mapping, monitoring and alert networks, disaster management data banks, emergency plans, seminars, public information, search and rescue training.

Cuba: prediction and mitigation of coastal floods
Hazard mapping, emergency plans, satellite monitoring and alert system, training; public information.

Dominican Republic: disaster mitigation programme
Upgrading of the present legal and institutional disaster management system, hazard mapping, national emergency plan, public information.

Ecuador: disaster prevention and preparedness project (earthquakes, volcanic eruptions, floods, landslides, tsunamis, technological hazards)
Hazard and risk mapping; monitoring and alert networks, seminars and workshops, emergency plans, public information.

Peru: Disaster Mitigation Programme (earthquakes, volcanic eruptions, landslides, floods, tsunamis, technological hazards)
Hazard and risk mapping, monitoring and alert networks, seminars and workshops, emergency plans, public information.

Regional: DHA/MAPFRE Fellowship programme "Natural Risk Reduction"

DHA

people were missing. Losses were estimated at $36 million. A DHA Disaster Management Team reviewed UN support to relief operations.

In addition to channelling $300,627 in grants, DHA airlifted relief supplies from its Pisa warehouse to Bogotá and sent a regional disaster management expert to assist in coordination efforts.

Among the victims were indigenous people, and concern was expressed that children orphaned by the disaster would be taken to towns and put in orphanages where they would lose their language and culture. One indigenous leader called for international aid to be directed to indigenous people's organisations rather than to the state and to be used to help children stay in their communities.

Ecuador: A forest fire in April caused serious damage to Santa Isabela in the Galapagos Islands, one of the world's most unique and treasured environments. The disaster destroyed flora and fauna and threatened to spread to the area inhabited by several native species including giant turtles which were evacuated.

International assistance in the form of cistern planes, forest fire experts, and financial donations was sought. Canada and the US provided forest fire experts, planes and cash. DHA channelled $70,000 in contributions and provided an emergency grant of $20,000.

Mexico: In July, a volcano in the southwest began spewing lava and ash after an explosion at its peak, and several hundred people were evacuated from nearby villages. In September, the Popocatepetl volcano near Mexico City spewed gas and vapours in an ominous sign

Natural disasters in the Americas which prompted an international appeal

January	
Argentina	Fires
February	
Colombia	Floods
Peru	Floods
March	
Bolivia	Landslides/ Floods
April	
Ecuador - Galapagos Islands	Forest Fire
May	
Cuba	Floods
June	
Colombia	Earthquake
Bolivia	Earthquake
November	
Costa Rica	Floods
Haiti	Tropical Storm Gordon
Cuba	Tropical Storm
Jamaica	Tropical Storm

DHA

of possible eruption. Scientists were stepping up their watch. In December an earthquake rocked Mexico City. Although people fled their homes, there were no signs of injuries.

Peru: Heavy rains, floods, and landslides resulted in $35 million in damages across the country in March. More than 89,000 people were affected: 52 died, 14,734 homes were damaged and 1,685 were destroyed. Food shortages were compounded as agricultural production was lost on large areas of land. Endemic medical problems were intensified as the risk of cholera and other water-borne diseases re-emerged.

DHA funded a national expert to assess needs for food, shelter, tools, medicine and sanitary items. It channelled contributions of $130,000 and provided an emergency grant of $30,000. A Disaster Management Team reviewed the situation in light of previous disaster management experience and recommended close association with NGOs in the relief process.

North America

Canada: More than 3,000 people fled their homes in southeastern British Columbia as forest fires raged out of control in July. Hot weather, severe dryness and high winds spread the blaze across 6,175 acres (2,500 hectares) of territory. According to forest service officials, it was the worst fire ever in the area.

US: An earthquake in Los Angeles in January killed 605 people, injured 8,500, made 25,000 people homeless and caused more than $30 billion in damage.

It was the most expensive natural disaster in US history.

Tropical storm Alberto was considered the worst natural disaster in the state of Georgia's history when it hit in July. It left 30 people dead and half a million without drinking water. Thousands of 4 July tourists were evacuated from affected areas in the Florida panhandle.

In mid-July, Colorado and several other dry western states were struck by wildfires during a heat wave, killing at least 30 people and consuming 150,000 acres (60,750 hectares) of land. At the end of July several northwestern states were affected by forest fires fuelled by hot, dry weather, destroying some homes and torching 180,000 acres (72,000 hectares) of land. In August, tornadoes touched down in Virginia, killing two people, injuring 150, trapping many others in damaged buildings, and damaging historic sites from the Civil War.

Floods took nine lives and forced more than 10,000 people from their homes in and around Houston, Texas, in October. President Clinton declared the region a disaster area qualifying for federal assistance. Tropical storm Gordon lashed Florida with heavy winds and rain, flooding residential areas, drowning crops, and eroding beaches.

DHA

Emergency Commission of Costa Rica receives Sasakawa Award

In recognition of its remarkable contribution to disaster prevention and preparedness, the National Emergency Commission of Costa Rica was presented with the 1994 Sasakawa/DHA Disaster Prevention Award at a ceremony in Geneva in June.

The Award was presented to Jorge Manuel Dengo, President of the National Emergency Commission. The Commission has implemented many innovative activities in Costa Rica and participated in regional and international forums on hazard evaluation, prevention, preparedness response, recovery and reconstruction.

The Jury was impressed by the fact that the activities of the Commission had systematically integrated the complete chain of disaster mitigation needs from hazard and risk assessment to logistics planning and public information.

Photo: DHA

Hazard atlas developed

The Commission developed the *Atlas Cantonal de Amenazas*, which provides information about natural hazards, geographic characteristics and infrastructure. The Atlas is based on Computer Aided Design and Geographic Information System technologies. In addition, the Commission has promoted scientific activities contributing to the strengthening of disaster prevention and preparedness, such as its *Plan de Vigilancia de Cuencas* (Flood Basin Surveillance Plan).

The Commission's original and practical applications of modern technology to disaster mitigation and its involvement in the socio-economic aspects of disaster reduction provide the best example of the type of activities which the Sasakawa/DHA Disaster Prevention Award is intended to encourage.

The Award, which carries a prize of US$40,000, was created in 1986 and endowed by Ryoichi Sasakawa, Chairman of the Sasakawa Foundation.

DHA

Alert systems at the Pacaya Volcano

The Pacaya volcano began to erupt on 29 October 1994. Within 24 hours, 150 peasants living in the maximum risk area right under the volcano were evacuated by the National Emergency Commission (CONE) to San Vincente, seven kilometres away, where volcanic ash was falling.

The nearby village of El Patrocinio serves as the communications centre in case of such emergencies. A house on its only square — a building with a broken roof and ash all over the floor — is the assembly point if evacuation is necessary.

Facing the volcano is the home of a peasant trained and equipped by CONE to communicate by portable radio with San Vincente and to activate the alert siren when disaster is about to strike. People in the area know that an intermittent alarm means "gather at the assembly point for instructions"; a continuous siren means "relocate to higher ground as quickly as possible".

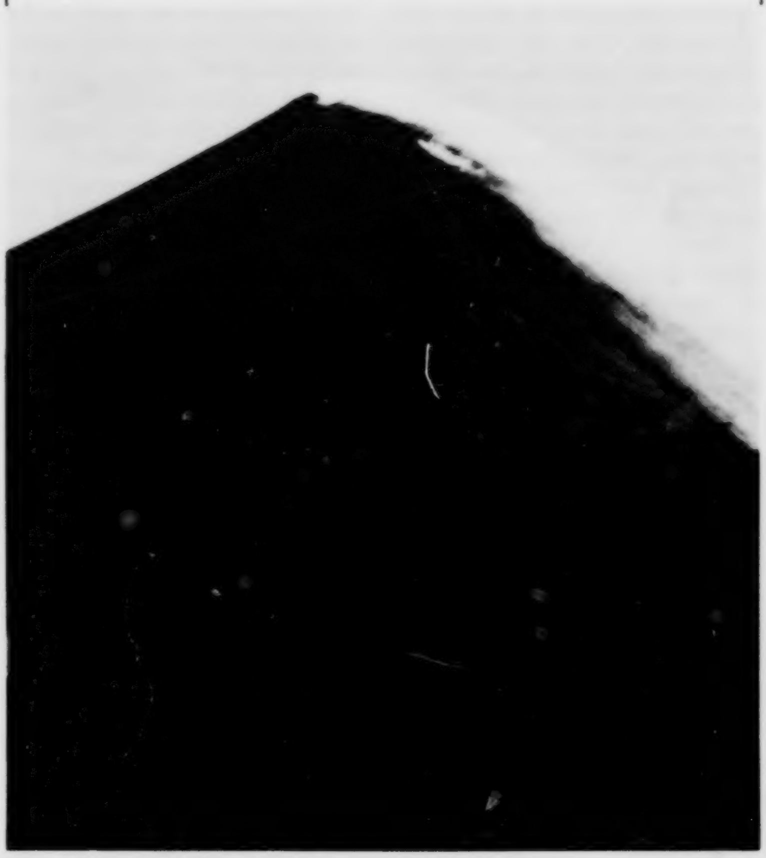


Photo: DHA/F Gentiloni

This simple, community-based alert system proved very effective during the Pacaya eruption. The inaccessibility of this area would have made an externally organised, large-scale evacuation extremely difficult. What is needed now is a stronger siren that can be heard above the noise of an eruption.

A DHA field mission was in Guatemala on 12 November in the process of establishing national disaster assessment teams in Latin America. The group visited the Pacaya volcano area and learned about the effective early warning and evacuation system.

This is the kind of disaster that UNDAC teams respond to.

DHA

Partners in brief

UN Volunteers rise to the humanitarian challenge

The year 1994 witnessed further expansion in the humanitarian work of the United Nations Volunteers programme in the field.

In response to the crisis in Rwanda, the ongoing war in former Yugoslavia, conflict in the Caucasus region, renewed fighting in southern Sudan and Liberia and many other emergencies, more than 1,000 volunteer specialists were fielded to conflict resolution, human rights monitoring, peace building, electoral supervision and demobilisation/repatriation.

Additionally, UNV's Humanitarian Relief Unit continued to assign specialists with a wide range of skills, ranging from accountants and doctors to veterinarians and transport managers, for complex emergencies in 20 countries across the globe.

This aspect of UNV's work continues to benefit greatly from its close relationship with DHA, particularly in relation to the inter-agency consolidated appeals process. To date, UNV has participated in DHA-coordinated inter-agency missions or needs assessment in Angola, Armenia, Azerbaijan, Ethiopia, Georgia, Somalia, Sudan and the former Yugoslavia. It has also conducted its own needs assessment missions in Burundi, Eritrea, Ethiopia, Haiti, Kenya, Rwanda and Uganda.

During 1994, the UNV humanitarian portfolio focused on the following areas:

- **Peacekeeping operations**
  Angola, Haiti, Liberia, Mozambique, Somalia, former Yugoslavia
- **Human rights**
  Guatemala, Haiti, Rwanda
- **Conflict resolution**
  Burundi, former Yugoslavia
- **Repatriation and reintegration**
  Burundi, Eritrea, Ethiopia, Guinea, Iran, Liberia, Malawi, Mozambique, Rwanda, Sierra Leone, Sudan, Tanzania, Yemen, Zaire.
- **Assistance to victims of conflict**
  Armenia, Azerbaijan, Burundi, Georgia, Liberia, Rwanda, Somalia, Sudan, Tanzania, former Yugoslavia, Zaire.
- **Rehabilitation/reconstruction and capacity building**
  Armenia, Eritrea, Georgia, Kenya, Lebanon, Somalia, Uganda.
- **Disaster prevention and preparedness**
  Botswana, Eritrea, Kenya, Zimbabwe.
- **Peace, democracy and demobilisation**
  Liberia, Mozambique, South Africa.

In cooperation with UNDP, UNHCR, UNICEF, FAO, WHO and IOM, the UNV humanitarian programme further strengthened in 1994 its commitment to linking crisis and development. It does so by bolstering the coping mechanisms of vulnerable communities, and by promoting community-based initiatives in education and training, and by establishing micro-projects and rehabilitation activities in agriculture, environment and health. It seeks to combine its various approaches (peace-building, community-focused initiatives, support for democracy and so on) to help move local agendas forward from relief and dependency towards recovery, self-reliance and sustainable development.

UNV

ICRC: strengthening humanitarian coordination

What can be said at present about the process of strengthening the coordination of humanitarian assistance? First of all, this process remains indispensable, especially in view of the magnitude of existing needs and the growing number of humanitarian players.

There has been undeniable progress in terms of openness and exchange of information. While this is a welcome first step, it should not give rise to complacency, for compiling information does not in itself make for better coordination. Fortunately, emergency situations often trigger common-sense reflexes which lead, especially in the field, to tangible and complementary efforts to avoid wasting energy.

However, much still remains to be done before true coordination can be said to have taken the place of cohabitation, and this will be a lengthy process if excessive centralisation and bureaucracy are to be avoided. Simply adopting a resolution will not solve the problems overnight.

Competition among various agencies and organisations, the tendency of certain states to engage in undisciplined bilateral action, the lack of professionalism shown by some new NGOs — whose good will is not in doubt — all these constitute obstacles that must be overcome. Above all, better coordination should allow more efficient planning of humanitarian action in terms of time and place. The concentration of humanitarian agencies in a few theatres of operation, while other situations are neglected, and their simultaneous withdrawal without any provision having been made for the transition to development programmes are so many examples of poor coordination and unsatisfactory planning.

The ICRC, working as it does in constantly evolving conflict situations, is open to the idea of coordination but intent on preserving its independence, which it considers highly constructive. While it firmly believes in openness, combined with tangible and flexible cooperation adapted day by day to conditions in the field, it takes its decisions independently — and is financed independently — so as to preserve, in all circumstances, its treaty-based role as a neutral humanitarian intermediary and also to maintain the speed and effectiveness of its operational activities. This independence is a fundamental working asset which it places at the service of all victims, while adopting a spirit of complementarity and solidarity in regard to the sharing of responsibilities with its humanitarian partners in the field.

The fundamental value of humanitarian work

The pressure exerted on governments by the media has created a political demand for high-profile action. Such action can lead governments to lose sight of broader needs and to avoid or postpone necessary political or even military decisions. Yet humanitarian action is no substitute for these decisions. There needs to be a clearer definition of the respective aims and mandates of all the players on the international scene.

The relationship between humanitarian and military action

Recent experience, especially in Bosnia-Herzegovina and Somalia, has enabled a deeper understanding of the relationship between humanitarian and military action. While military or police intervention may prove necessary for the deployment of humanitarian operations, the two forms of activity should on no account be confused. Specific aims promote greater efficiency. Indeed, the parties to a conflict must be able to perceive the neutral and impartial character of humanitarian action if it is to be accepted. Wherever this is not the case, victims suffer all the more and humanitarian workers run a high risk of being taken as targets, in particular when a peacekeeping mandate is being replaced by a mandate to impose law and order. There must consequently always be a clear distinction between military and humanitarian action.

The relationship between humanitarian action and justice

The setting-up of international tribunals to try those accused of massive violations of international humanitarian law and of human rights law committed in the former Yugoslavia and in Rwanda has raised hopes for an end to the reign of impunity.

The ICRC fully supports the establishment of an international criminal tribunal. Justice is a crucial factor in restoring confidence among the population of a divided nation and hence in enabling displaced people and refugees to return to their homes. It is complementary to, yet distinct from humanitarian action. It is not up to humanitarian agencies to act as judges, and even less as prosecutors, as this would make it impossible for them to gain access to the victims. The situation in Rwanda today, where the work of observers sent by the High Commissioner for Human Rights constitutes one step in the judicial process, will serve as a testing ground for this complementarity.

Relationship between humanitarian work and political action

No crisis can be solved without political action. Without it emergency humanitarian aid can do no more than temporarily alleviate the acute symptoms of an endemic, if not incurable, disease.

Is it not obvious that the breakdown of state structures, massive violations of humanitarian law and human rights by governments or factions, and in some cases the complete disappearance of the very principle of humanity, are caused by lack of attention and action on the part of the international community in finding solutions either before or at the outset of an emergency situation?

The humanitarian agencies expect political leaders, states, the UN and regional organisations to make their task easier, without actually doing the work that has been entrusted to them. Urgent attention needs to be given to situations that are reaching deadlock while continuing to cause dreadful suffering — as in Afghanistan, Liberia and Somalia, for example.

Political leaders must take greater account of humanitarian criteria when taking decisions to impose economic and financial sanctions. Consider the example of the grave effects on public health when water purification and pumping installations are paralysed. Is it not incongruous to impose debilitating sanctions with one hand while with the other bringing in humanitarian aid to restore supplies vital to the population's survival?

The ICRC is profoundly concerned about the disastrous consequences for the population, and children in particular, when water supply systems are damaged, contaminated or even destroyed. This is an increasingly widespread phenomenon and a growing cause for concern in today's armed conflicts.

Relationship between humanitarian action and development

The humanitarian agencies cannot hope to achieve optimum efficiency solely by clarifying their respective mandates. They must also carefully orchestrate the conduct of different types of activity over time. This is one of the greatest challenges in a rapidly changing environment.

The sole purpose of emergency humanitarian action is to save lives. Emergency operations should not last longer than is absolutely necessary and should include rehabilitation work. With this goal in mind the ICRC frequently gives conflict victims the means they need to make their own way back to self-sufficiency, by providing them with agricultural tools, fishing tackle, seeds and veterinary assistance.

The continuum of emergency action, rehabilitation and development requires flawless management, the more so since responsibility for such work lies with different organisations with different mandates and different budgets. That is why proper planning over time is so important, both from the conceptual and decision-making standpoints and in terms of human, material and financial resources. All these efforts are indispensable for building peace.

Respect for international humanitarian law

International humanitarian law must be respected in all circumstances. In its Declaration of 1 September 1993, the International Conference for the Protection of War Victims reaffirmed the need to make the implementation of international humanitarian law more effective. An open-ended intergovernmental group of experts responsible for seeking practical means of promoting full respect for this law and the application of its rules has begun meeting in Geneva. The group will submit a report to the states and to the next International Conference of the Red Cross and Red Crescent, which will be held in Geneva in December 1995. Ensuring that practical steps are taken to fulfil the obligation to respect and ensure respect for humanitarian law is an absolute priority and will be the principal goal of the Geneva Conference.

ICRC

Issues in focus

The legacy of Yokohama

The International Decade for Natural Disaster Reduction (IDNDR, 1990-2000) is essentially a campaign to encourage governments and private organisations to reduce the impact of natural disasters. The World Conference on Natural Disaster Reduction (Yokohama, Japan, 23-27 May) served as a mid-decade review of national and international progress on this front. What did it achieve, and where do we go from here?

With the cost of natural disasters steadily on the rise, socio-economic progress will be eroded if countries do not take disaster reduction into account in their development planning. This was the central message of the World Conference on Natural Disaster Reduction.

Through the wide range of issues addressed and professions represented, the Yokohama Conference showed how disasters are the unresolved consequences of development choices that governments, private organisations and individuals make every day. The conference demonstrated that the issues related to disaster reduction are complex, and the prognosis mixed. When crises persist, it is because the answers to them are not easy. Poverty, corruption, over-population and political tensions, for example, are root causes for zoning laws to be overlooked or building codes to be ignored.

Despite the complexity of these issues, the Yokohama Conference succeeded in moving forward the case for disaster reduction. Both realism and optimism pervaded the conference, and provided signals to reassess how the international community and interested governments might best proceed.

The Yokohama Message, Strategy and Plan of Action are useful tools, a set of realistic and comprehensive guidelines for policymakers looking for a framework to address issues related to disasters and development. The collective effort of 155 countries and territories, the document presents measures to reduce the toll of disasters and suggestions to generate the will for sustainable approaches to disaster reduction.

Such formal documents can be of use by providing a basis for official policy, financial provisions and/or human resources needed for disaster reduction measures. WHO and UNICEF have taken formal steps to give greater weight to prevention, mitigation and preparedness. Other international bodies are considering similar measures, and the IDNDR secretariat is also encouraging national and regional bodies to take similar steps.

As part of the mid-decade review of the status of disaster reduction, 94 National Committees or focal points evaluated national disaster prevention, preparedness and mitigation efforts. The process obliged countries to produce official policies and positions on disaster reduction efforts, encouraged dialogue between policy-makers, and initiated self-critical reviews. Undoubtedly the process also contributed to the acknowledgement by national delegates, in the Yokohama Strategy and Plan of Action, that the primary responsibility for disaster reduction lies at the national level.

The Yokohama process continues to influence countries. The

Chinese National Committee has been highly influential in shaping a "China Disaster Reduction Planning" national policy, which will be finalised in 1995. Russian National Committee officials, members of the national disaster management agency EMERCOM, are conducting workshops, training and research on mitigation and insurance issues; they are also moving to institutionalise disaster management training efforts. Thanks to these committees, abridged versions of the *Stop Disasters* magazine are being printed in Chinese and Russian, along with national items of interest.

In Guatemala in August the IDNDR National Committee proposed a congressional law to "create a natural disaster reduction system". Ecuador incorporated disaster reduction in its "Development Agenda," which forms the basis for national development planning; as a result, national, provincial and local authorities dealing with prevention, mitigation and preparedness will be included in the general budget and allocated approximately US$2 million.

In Chile, "For a safer Chile in the 21st century" was signed last August (adapted from the Yokohama conference theme, *A safer world for the 21st century*). The declaration was accompanied by the announcement of a new civil protection policy and institutional development plan, emphasising provincial and municipal resource management and more emphasis on prevention and mitigation. Training seminars were provided to all 13 regions, and a Civil Protection Month was inaugurated in October, with earthquake simulation exercises, seminars and exhibits. A good deal of inspiration came from Yokohama, as the new director of the National Emergency Office was appointed in May 1994 and attended the Yokohama conference.

To cite yet other examples, Ethiopia and the US have adopted policies on national mitigation strategies. In the EU, budget allocations are now made specifically for disaster preparedness.

Regional cooperation emphasised

Regional approaches and groupings may well have been the newest and most significant outcome of the conference.

Regional evaluations were carried out, raising political awareness of disaster reduction issues along the way. The evaluation process varied greatly from region to region. In Africa, for example, the regional process leading up to the World Conference brought discussion and endorsements from African ministers of the environment and foreign affairs, as well as the OAU.

The process was also beneficial in the South Pacific, noted Ian Davis (Oxford Centre for Disaster Studies) and Mary Myers (Cranfield Disaster Preparedness Centre) in the journal *Disasters*. Following a trip to several island countries in the area, they said "the need to develop national reports as well as a regional statement for the conference had been of immense value... most important, (they) shared the review process with neighbouring countries".

In Latin America, the regional reporting process triggered a pre-Yokohama conference in Cartagena, Colombia, in which the Cartagena Declaration was issued and endorsed by countries in the region.

"No country, whatever its size and level of economic development, has sufficient resources to progress as rapidly as required towards the reduction of disasters," noted Claude De Ville of PAHO, who coordinated regional sessions in Yokohama.

"In every region of the world, there is more on-going collaboration between neighbouring countries than is generally recognised." He added that, while countries have the primary responsibility to implement the Yokohama outcome, the next level of responsibility lies with regional groups sharing common vulnerabilities. Many participants also argued that some activities were best carried out regionally, such as dissemination of information through regional documentation centres, training, some early warning systems, and joint plans and policies for common threats.

The influence of the national and regional processes set in motion for Yokohama are in evidence. The Asia Disaster Preparedness Centre hosted a regional follow-up meeting in October 1994. NIS countries organised a similar meeting in late December, and plan another in May. In Africa, an IDNDR sub-regional workshop for southern Africa took place in November, and two sub-regional workshops are scheduled for other parts of Africa during early 1995. African Ministers of Health have also included natural disaster reduction as an item for their 1995 annual meeting. Central American parliamentarians who participated in the Yokohama conference took note of relevant legal models in neighbouring countries, and are organising a workshop to develop a model law for Central America on disaster management and organisation. In Latin America, the Peruvian National Committee is hosting a follow-up conference for the region, and are sponsoring National Committees in neighbouring vulnerable countries.

Technically speaking

The conference operated on two levels: the political level common to all UN conferences (which culminated in the Yokohama Message, Strategy and Plan of Action) and a "technical" level. Recognised disaster management topics — drought, warning systems, construction, and economics — were on the agenda, along with newly emerging concerns: vulnerable groups, technological-natural disaster links, government-business-NGO partnerships, megacities, and the media in disaster mitigation.

Only through wide-scale international cooperation could such a variety of technical topics related to disaster reduction be explored. UN agencies, development banks, scientific associations and other institutions divided the task of organising sessions dealing with a broad spectrum of disaster reduction issues.

New partnerships and perceptions

The Yokohama conference brought together very different groups that have, up to now, played parallel but separate roles in reducing vulnerability to disasters. "Physical scientists talked to social scientists, bureaucrats talked to technocrats and American tornado experts talked to women's groups from Bangladesh," noted Davis and Myers.

"Emergency management is not a stand-alone discipline, and no one group involved in disaster management has all the answers," says Kevin Lyonette of WWF, commentator for a conference session on partnerships between government, business and NGOs. In summarising the tone of discussions at the conference, he noted the contributions emerging not only from traditional scientists, but from economists, anthropologists, health experts and education experts, as well as those with environmental knowledge such as biology, climatology and land use.

Here again, the preparatory process for Yokohama obliged organisations to jointly investigate pressing topics, suggest innovative solutions, and seek strong local examples to support their points. Insurance companies, banks, grass-root NGOs, universities, environmental groups, media groups and others worked with conference organisers as speakers, researchers or commentators. The networking that went on before and during the conference continues to trigger new partnerships on disaster reduction.

Socioeconomic issues, management practices and advocacy needs were acknowledged as an important part of natural disaster reduction. "The new emphasis on public policy and sensitivity to politics shows the progression of IDNDR and its Scientific and Technical Committee since the beginning of the decade," said Frank Press, the former head of the US National Academy of Sciences and a "founding father" of IDNDR. The broadening of vision to incorporate both hard sciences and social sciences in research, policy and practice crystallised in Yokohama, and is still evident today. Press noted that the US Congress, for example, is calling for scientific risk analysis as a basis for legislation on disaster prevention, mitigation and preparedness.

Realism, regional emphases and the value of community and municipal models were among other hallmarks of Yokohama. To extend a well-known maxim, "think global, act local and coordinate regional" might best sum up the signals emanating from the conference.

What next?

Since the conference, the IDNDR secretariat has consulted extensively with UN agencies, diplomatic missions, members of its Scientific and Technical Committee, and IDNDR National Committees to understand and build upon the messages that emerged from the World Conference. The secretariat is reevaluating existing means, roles and responsibilities of those most interested in natural disaster reduction in order to draw up a framework for action for the remainder of the decade.

Some messages emanating from Yokohama and post-Yokohama meetings are clear:

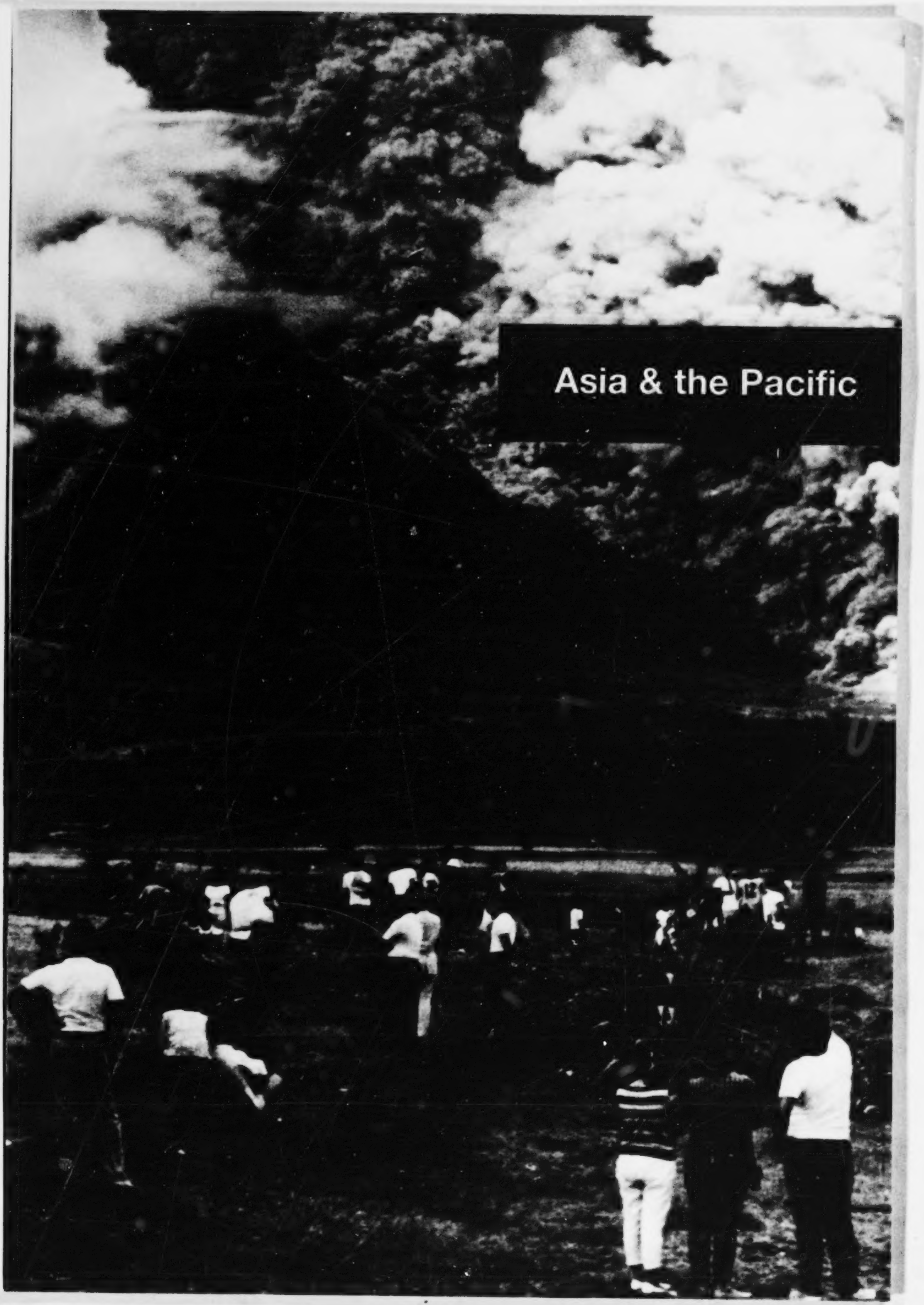
- A regrouping based on regional networks is in order; countries are being encouraged to network amongst themselves, within such regional groupings;
- UN programmes and specialised agencies can benefit from working jointly on common issues; they need a coordinating framework and explicit, common aims to be effective;
- Topics such as early warning, electronic networking, and vulnerable communities elicit continued interest from many quarters.

Donor fatigue from humanitarian crises, domestic economic constraints, and pressing social concerns related to poverty, overpopulation and environmental degradation are the political context in which we operate — whether dealing with prevention, mitigation, preparedness, relief, recovery or reconstruction. In this context, there are more calls for sustainable solutions to avoid repeated disasters. To capitalise on the current mood, interested groups need to work rapidly and jointly to produce workable strategies to complex issues, whether in communities, countries or regions.

More networking is underway to link interested partners, because the field of disaster reduction is so interdisciplinary. Stronger information management efforts are needed to identify partners, document good projects, and disseminate workable ideas and policies. The IDNDR lasts another five years, but consequences of disasters which could be avoided or minimised will last much longer. Significant personnel, finance and policy developments in the area of information management could be the key to making the efforts and achievements of the International Decade for Natural Disaster Reduction tangibly sustainable beyond the year 2000.

DHA

Asia & the Pacific



Introduction

The World Conference on Natural Disaster Reduction which took place in Yokohama in May focused the thoughts of people around the world on the challenge of mitigating natural disasters. Events in Asia during the year helped to reinforce those thoughts.

China suffered from more extreme disasters than usual, while Indonesia had more than even that disaster-prone country is used to. The Philippines was hit by seven cyclones during the year, and a spectacular volcanic eruption in Papua New Guinea in September put 50,000 people at risk. In Vietnam, floods caused the worst damage recorded in that country and the importance of planning and prevention was highlighted again.

Countries in the South Pacific in September held a follow-up meeting to the Yokohama Conference to exchange ideas on regional coordination and to set up a regional training programme.

From across the continent, the example of Afghanistan showed Asia the ugly face of war. Large areas of Kabul, which had remained largely intact during the Soviet occupation, were in 1994 reduced to rubble as rival militia continued to fight for control of the capital. Although fighting eased in other parts of the country and people are returning to Afghanistan, the presence of millions of land mines continues to threaten their safety.

The eye of the storm

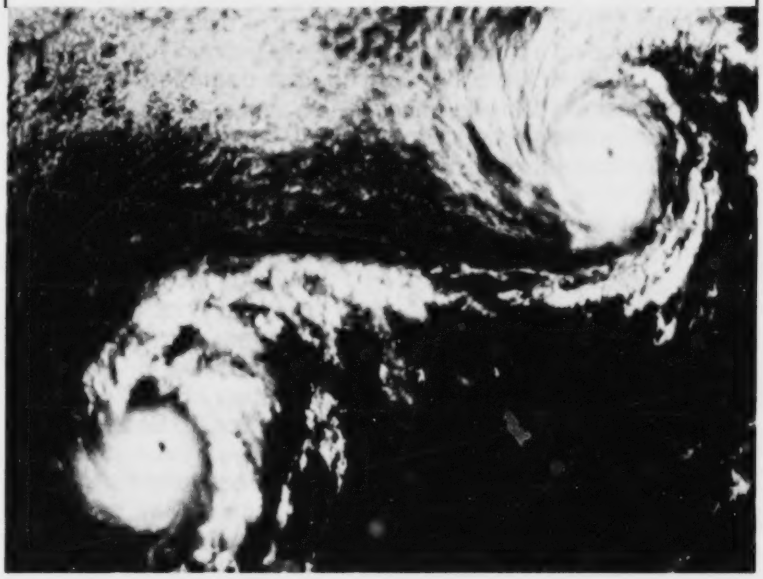


Photo: NOAA

It is a strange kind of record to claim, but at the end of 1994 the Indonesian Social Affairs Minister, Endang Kusuma Suweno, told a parliamentary commission that her country is home to many of the world's active volcanoes, some of its worst earthquakes and subject to large numbers of the most disastrous fires and tidal waves each year. A total, in fact, of some 1,650 disasters in 1994 alone — 4.5 every day.

Poor communications and inadequate data, the Minister said, hinder cataloguing the numbers of those affected by disasters in Indonesia, but by November, records for 1994 already showed that 772 people had been killed and 2.2 million hurt. Some 15,000 buildings had been destroyed.

In China, 1994 was also a year of disastrous statistics.

Some 40,000 fires killed more than 2,600 people and injured 4,000 more. These figures do not include those affected by forest fires, but reflect the rising number of man-made hotel and restaurant fires and factory explosions.

The figures, more than anything, also reflect the importance of regulation and preparation in disaster prevention. Many of the fires were blamed on new buildings being constructed in record time to keep up with China's current economic boom, and with remodelling and rebuilding work which often ignores safety regulations, in particular fire prevention measures.

But the people of Asia and the Pacific region are no strangers to the shocking statistics of disaster. The region is the most disaster-prone in the world, with the threats of cyclone, flood, earthquake, tsunami and volcanic eruption constantly present. This, combined with the vulnerability of social and physical infrastructure of developing countries in general, puts the Asia and Pacific region in the unenviable first position in the disaster league.

Thirty-one of the 75 disasters to which DHA's Relief Coordination Branch responded in 1994 were in the Asia and Pacific region. Indonesia, which has only two non-volcanic islands out of 13,700, figures in the list nine times.

In January, already, an earthquake measuring 6.8 on the Richter scale rocked the area around the Moluccan Sea, with more than 180 aftershocks, some measuring as much as 4.5 Richter. Severe damage to houses and public buildings was followed by warnings of minor tidal waves

Natural disasters in China

The People's Daily of China reported that 1994 was an unusual year for natural disasters in China, with damage from only the worst single flood, drought, typhoon, hailstorm and earthquake totalling 42.37 billion yuan (US$5 billion).

The most serious flood struck the southern province of Guangxi in June, causing economic losses of 14.75 billion yuan ($1.75 billion). It destroyed 240,000 homes, damaged 307,000 others, affected 1.22 million hectares of farmland, killed 113,000 livestock, stopped production at 16,345 factories and washed away 422 roads and highways measuring 4,903 kilometres.

The worst drought to hit central province Anhui since the communists came to power in 1949 lasted five months, causing damage estimated at 11.7 billion yuan ($1.39 billion). Some 2.53 million hectares of farmland was affected, reducing grain yield by six billion kilogrammes.

The strongest earthquake of 1994, measuring 7.3 on the Richter scale, was recorded in the Taiwan Strait on 16 September. It caused damage estimated at 160 million yuan ($18.96 million) in southeastern Fujian province. The worst hailstorm since 1883 hit the central province of Jiangxi in May, causing 1.4 billion yuan (US$165.9 million) in losses. The strongest typhoon destroyed 186,300 homes, damaged 851,700 others, killed 209,000 heads of livestock and affected 469,000 hectares of farmland. No human casualty figures were listed in the newspaper.

Man-made disasters in China

Fires: 40,000
People killed: 2,600
Property loss: US $141 million
People injured: 4,000

along the western coast of Halmahera Island. But preparation measures were at hand and local and regional authorities were able to quickly deploy their disaster management task force, evacuating 1,000 of the most severely affected people, issuing guidelines on action to be taken and warnings on possible volcanic activity as a following the tremors. As a result, DHA was able to advise the international community that no international assistance was requested.

The people of Lampung Province, Indonesia, were not so lucky one month later, when the Indonesian government announced that foreign contributions were sought and DHA made an emergency grant of US $30,000 in the wake of a major earthquake which killed at least 200 people.

Severe aftershocks kept the population nervous for several days, but relief workers were more concerned at the possibility of desease spreading quickly in the makeshift tent camps which had to be set up to house the thousands of homeless people.

Prevention measures limit monsoon damage

March was a relatively quiet month for the members of DHA's Relief Coordination Branch dealing with the Asia and Pacific region, but April began stormily, when tropical storm Owen swept through the Philippines. That month, too, Indonesia suffered severe floodings as the Wet Season in Asia and the Pacific took its toll.

Moonsoons wreaked havoc in the early weeks of May in Bangladesh and Myannmar. On 2 May, a severe cyclone hit Cox's Bazar

Natural disasters in the Asia and Pacific region which prompted an international response

January	
Philippines	Tropical storm Akang
Indonesia	Earthquake
February	
Indonesia	Earthquake
April	
Philippines	Tropical storm Owen
Indonesia	Floods
May	
Bangladesh	Cyclone
Myanmar	Cyclone
China	Rainstorms
June	
Indonesia	Earthquake/ tsunami
China	Typhoon/floods
Philippines	Tropical storm Gading
India	Floods
July	
Pakistan	Torrential rains/ floods
Vanuatu	Earthquake
Phlippines	Typhoons Tim and Vanessa
August	
Philippines	Tropical storm Yunya
Cambodia	Floods
September	
St Lucia	Tropical storm Debby
Phlippines	Tropical depres. Welling
Papua New Guinea	Volcanic eruption
Philippines	Lahar
October	
Vietnam	Floods
Indonesia	Earthquake/ tsunami
Philippines	Typhoon Teresa
Pakistan	Earthquake
Indonesia	Earthquake
November	
Indonesia	Cyclone/floods
Indonesia	Lahar
Philippines	Earthquake
Indonesia	Volcanic eruption
December	
Sri Lanka	Floods

DHA

in Bangladesh, destroying 100 percent of crops in the Teknaf regions, 50 percent in Cox's Bazar and on Kutubdia and Moheskhali Islands. A number of UN agencies responded speedily, UNHCR moving to assess the situation in their refugee camps in the region, UNICEF sending in an assessment team and UNDP procuring relief items locally. On 3 May, DHA sent in an advance group of its UNDAC team to assist in assessment and coordination of relief activities. The rest of the UNDAC team was put on standby.

But early warning had mitigated the effects of the potentially catastrophic storms. Nearly half a million Bangladeshis had been evacuated and loss of life was minimal. For the first time, the Government of Bangladesh was able to meet all emergency needs from domestic resources and individual ministries pursued proposals for the financing of rehabilitation and reconstruction, including ongoing development projects such as the building of multi-purpose cyclone shelters, through normal governmental channels.

Indonesia returned to the Relief Coordination Branch "current action" list in June, when a major earthquake which rocked eastern parts of East Java province was followed by tidal waves which swept away homes and left more than 220 dead and missing. There was extensive damage to the local people's main source of income when some 280 fishing boats were destroyed, and salt water flooding made replanting of crops impossible for 1994. The international community responded with cash contributions, about half of which were channelled through DHA, and the Indonesian Red Cross, assisted by a relief delegate of the Federation, developed a plan of action to maintain an assistance programme in the area for several months following the disaster.

Ironically, many of the Red

Photo DHA UNDAC Team

Cross volunteers were able to mobilise immediately because they had been prepared through experience of earthquake relief operations earlier in the year. One hundred and twenty volunteers deployed in three areas, providing counselling and trauma support, field kitchens, relief distribution and community rebuilding.

Mid-year brought little respite to the Asia and Pacific region, with tropical storms in Philippines in June, July and August, torrential rain in Pakistan in July, floods in India in June and in Cambodia in August. Tropical storm Debby swept the Pacific island of St. Lucia in September and tropical depression Welling loomed over the Philippines.

But the most newsworthy disaster item of September was two volcanic eruptions in Rabaul, Papua New Guinea, on the morning of 19 September. The benefits of early warning and preparation and planning were reflected in the statistics, for some 30,000 people had been evacuated by the time of the eruptions and no deaths or injuries were reported. The aftermath of the eruptions, however, was serious. Buildings were destroyed, roads blocked with a thick carpet of ash and the harbour filled by floating pumice. There was no prospect of residents returning to the area for at least six months. A public appeal for funds to assist in emergency relief operations was launched and DHA again acted as a channel of funds as well as an information source.

By October the monsoon season was moving into the region again and the number of disasters being handled by DHA's Relief Coordination Branch multiplied. In October alone, information on floods in Vietnam, two earthquakes and a tsunami in Indonesia, typhoon Teresa in the Philippines and an earthquake in Pakistan was provided by the Department to the international disaster relief community.

In November, too, DHA provided emergency information updates on a cyclone and resulting floods which hit the Tamil Nadu coast area of India, volcanic mudflows (lahar) in Lombok, Indonesia, an earthquake in the Philippines and the eruption of Mt. Merapi in Indonesia.

This latter disaster led to an appeal for international assistance and advice to donors that the volcano was still unstable. The importance of reducing the local population's vulnerability through awareness-raising and precautionary measures was emphasised. One month later, as the year came to an end, villagers were still being advised not to return to their homes because Merapi could erupt again.

And so Indonesia ended the year still in the "in" tray of officers of DHA's Relief Coordination Branch.

DHA

DHA in the South Pacific

DHA activities in the South Pacific are carried out by the South Pacific Programme Office (SPPO), located in Suva, Fiji. Technical backup is provided by the Disaster Reduction Division of DHA in Geneva. Staffing of SPPO increased from three in January 1994 to six by February 1995, including two staff members from donor countries.

Activities of SPPO during 1994 focused on implementing the South Pacific Disaster Reduction Project (SPDRP), a four-year regional project funded by UNDP with contributions from other donors. As part of the project a series of in-country training and advisory missions were held, a regional meeting was organised and several regional activities were initiated in cooperation with regional organisations.

SPPO assisted Pacific island countries in preparations for the IDNDR World Conference on

Cyclone preparedness in Bangladesh

The Federation is concerned not only with providing emergency relief for those affected by disasters but also with preparing countries to minimise the impact of future disasters. This work is crucial in countries such as Bangladesh where, on average, a dozen tropical disturbances originate in the Bay of Bengal each year, five of which develop into cyclones and cross the mainland. In the past 200 years, Bangladesh has experienced more than 60 severe cyclones and tidal surges.

After the cyclone in November 1970, when 500,000 people lost their lives, the UN requested the Federation (then the League) to work with the Bangladesh Red Crescent Society to establish a practical and reliable pre-disaster planning programme. The strategy and structure that evolved from an extensive evaluation – adopted by the Government in June 1973 – forms the basis for today's Cyclone Preparedness Programme. This Programme has developed into a sophisticated and effective early warning system for the seven million people living along the high-risk coastal belt. The early warning system performed remarkably well in the hours leading up the May 1994 cyclone. Some 27,000 trained Red Crescent volunteers evacuated 750,000 people to safe areas. During this cyclone, the death toll on land was extremely low at 127. Previous cyclones with similar wind speeds resulted in the deaths of tens of thousands of people.

Similar programmes are being established in other countries in the region. For instance, in the Philippines, the pilot phase of a community level system – the Integrated Community Disaster Planning Programme – is under way in Benguet Province, coordinated by the country's Red Cross Society and funded by the Danish Red Cross. Building on its past experience in this area, the Federation has put in place an extensive disaster preparedness training programme for the region through 1995.

Federation

DISASTERS
DO HAPPEN
ARE YOU
PREPARED?

Photo: DHA

Natural Disaster Reduction, held in Yokohama in May. Other activities included participation in regional and international meetings.

Mitigating disasters in the South Pacific

The SPDRP was officially signed on 23 February by the UNDP Resident Representative in Suva and the Permanent Secretary for Foreign Affairs of Fiji. It addresses 15 Pacific island countries and receives contributions from UNDP, UK, USA, Australia, New Zealand, People's Republic of China, Japan and France. Its main objective is to improve disaster management capabilities of Pacific island countries by strengthening institutional capacities and developing human resources.

A series of country programming workshops was held in the Cook Islands, Palau, Vanuatu and Solomon Islands in June and July, and in the Marshall Islands in October. The aim of these workshops was to help countries to identify their programmes and priorities for disaster management over the coming years. The format of the workshops varied with the country situation, but in all cases a draft work programme was produced which specified the DHA/SPPO support roles.

The Third IDNDR Pacific Regional Disaster Reduction Meeting was held in September in Suva. Thirteen Pacific island countries and territories, four regional organisations and a wide range of donor countries sent delegates. UN agencies and resource staff also participated. The primary objective was to further cooperation in disaster management in the Pacific region. The meeting provided an opportunity for follow-up to the Yokohama Conference and to exchange ideas and opinions on the improvement of disaster management in the region. One major outcome of the meeting was a proposal for co-ordination of disaster management in the region. Delegates also discussed and approved the work programme for the SPDRP.

SPPO staff undertook missions in six Pacific island countries from October to December to help identifiy and implement disaster reduction programmes. The country visits are part of an ongoing strategy to improve in-country capabilities.

A regional training programme, providing subject-oriented training and training for instructors, was formulated in 1994. As a first step, four Pacific island disaster managers and one SPPO staff member participated in a Caribbean training programme in order to review the training modules and adapt these for use in the Pacific.

DHA

No end of war in sight

Photo: ICRC/T. Gassmann

War-torn Afghanistan faces yet more death, destruction and displacement. While some two million refugees have returned to their villages from neighbouring countries since 1990, about half a million people fled Kabul after the outbreak of almost uninterrupted fighting that began on 1 January 1994 between factions loyal to the President and the Prime Minister. Of those remaining, 400,000 people were at risk of starvation. With the inability of aid convoys to secure regular access to Kabul because of the economic blockade, many more families were expected to flee the city rather than face another cold, hungry, violent winter.

Pakistan closed the border to stop the entry of refugees, allowing little aid, including UN convoys, to move freely between the two countries. By year's end, some 250,000 Afghans were living in camps for displaced persons near Jalalabad. Two of these camps were set up by the UN. Another 300,000 people were internally displaced in major Afghan cities. As a result of the presence of land mines, the lack of infrastructure in the countryside, and weak rural skills among young returning refugees, there was an influx from rural areas to cities. This put additional strains on urban health and education services, sanitation, water supply and power. Food prices are beyond the reach of many.

Call for reconciliation fails

A UN Special Mission, mandated by the General Assembly to find solutions for peace, in March urged the factions to end a civil war which neither side could win and to seize a unique opportunity for national reconciliation. Six weeks of UN efforts in July and August failed to bring warring mujaheddin groups to talks. In November the UN managed to obtain an eight-day truce to help a UN-aided mass-immunisation campaign. The Security Council called for an immediate halt to the destructive attacks that had killed an estimated 15,000 people in Kabul since rival groups took over in 1992. It welcomed acceptance by the warring parties and other Afghan representatives of a step-by-step process of national reconciliation through the establishment of a representative, broad-based Authoritative Council.

In the absence of a functioning central government, UN agencies, under the Office for the Coordination of Humanitarian Assistance to Afghanistan (UNOCHA), and NGOs have helped local Afghan authorities to cope with the needs of displaced people in camps and in cities, assisted refugees to resettle in their homes, and fed close to a million people. They also cleared more than a third of priority mined areas.

In May an earthquake hit north-western provinces where many of the inhabitants are returnees from Iran and Pakistan. The quake caused 160 deaths, 330 injuries, and damaged or destroyed 20,000 houses and other buildings, many of which had been rebuilt in 1993 with help from UNHCR, WFP and Habitat. A UN/NGO team visited the affected region and called for tents, plastic sheeting, supplementary food, clothing, cooking utensils, water carriers, blankets and collapsible water tanks. DHA followed the situation and

Afghan Repatriation Assistance Programme

The IOM has, since June 1993, been involved in the Afghan Repatriation Assistance Programme with the mandate to provide free inland transportation for Afghan returnees from designated areas in Iran to specific border exit stations. IOM established five offices in Iran and field offices in Shamsabad (now closed), Golshahr (Khorasan), Dogharoun and Milak BES, as well as a bus/truck depot in Teheran.

UNHCR provided IOM with ten Mercedes Benz buses, six Volvo ten-ton trucks, a ferry and two boats with engines. Additionally, three more ferries have been built with the support of UNHCR and Christian Aid.

Since the beginning of the programme, IOM Iran has helped 133,911 Afghan refugees from seven provinces of Iran to return to Afghanistan. The costs of the operation have been met by UNHCR.

IOM

requested bilateral relief, pledges and contributions.

Consolidated inter-agency appeals were launched in October 1993 and again in April and October 1994. The first two appeals requested US$121 million but less than half of that amount was received. The October appeal called for $106,393,000 over a 12-month period to cover mine clearance, food aid, voluntary repatriation and relief to displaced persons, agricultural inputs for returnees, food aid, health, water, sanitation, education, shelter, relief support, and programmes aimed at improving the economic status of women. For mine clearance alone, one of the appeal's priorities, the problem of land mines being a major obstacle for repatriation, $18 million was needed.

DHA

WFP in Afghanistan

Despite continued fighting and instability in and around some of the major cities, large areas of rural Afghanistan are generally peaceful. In the country, Afghans are attempting to rebuild their lives and communities. In addition to providing relief food, WFP's programmes have supported a wide variety of activities along the continuum from relief to development.

In collaboration with NGOs and UN sister agencies such as Habitat, UNHCR and FAO, WFP has continued to play a leading role in identifying and supporting rehabilitation through food-for-work projects. WFP's reconstruction and rehabilitation programmes benefit nearly two million Afghans, primarily in rural areas.

An innovative feature of WFP's work in Afghanistan has been the provision of wheat flour to bakeries in order to secure access to low-cost bread for some 300,000 Afghans living in urban slums, including the poorest of the population and newly displaced war victims. Funds generated from subsidised bread sales were used to finance non-food inputs in food-for-work rehabilitation projects.

Funding for all WFP-assisted operations in Afghanistan and for the feeding of Afghan refugees in Iran and Pakistan was provided through a long-term regional relief operation. The strength of this funding strategy is its flexible capability in shifting from relief distributions to supporting repatriation, rehabilitation and food security measures inside Afghanistan.

WFP

Floods take their toll

In December, the official Vietnam News Agency reported that figures quoted following floods in October in the Mekong River delta and three typhoons in the north and centre had underestimated the toll of death and destruction. More than 400 people died and property and crops worth nearly US$300 million were destroyed.

DHA's Relief Coordination Branch informed the international community in October that, despite the high casualty and damage rates, national authorities and organisations, with assistance from in-country foreign organisations, were able to provide relief assistance and financial support without recourse to an international appeal.

Nevertheless, this was the worst flood damage Vietnam had recorded. Officials attributed this to rising living standards and increased settlement, which meant there were more people and property in the path of destruction. In recent years, Vietnam had developed the regions affected, building new bridges, irrigation canals, roads and schools.

By the end of the year, Vietnam had set up its first national Disaster Management Unit, with UN help.

DHA

Plague prompts swift action

An outbreak of pneumonic plague in the Indian city of Surat caused some public alarm and panic behaviour in August 1994, but was largely contained thanks to speedy action on the part of the Indian Government and international cooperation to limit the spread of the disease.

Pneumonic plague is caused by the same bacterium that causes bubonic plague, the Black Death of the Middle Ages that killed a quarter of Europe's population, and so media interest was high. Pneumonic plague, however, is easier to catch and has an incubation period as short as 24 hours.

Some 550 people in Surat were treated for pneumonic plague, with 44 deaths reported in the first month. By September, the disease had spread to New Delhi.

Plague, however, is subject to rigorous quarantine regulations in most countries, and careful monitoring of passengers travelling from infected areas is routinely undertaken. In the event, there was no significant spread of pneumonic plague outside originating areas, and by the end of the year the Indian authorities were being congratulated for containing the disease effectively.

DHA

Human rights and peacekeeping

One year after the successful elections of May 1993 — nearly 4.7 million people or some 96 percent of the estimated eligible population registered to vote — Cambodia still faced internal problems due to the continued conflict between the coalition government and the Khmer Rouge. Along with the UN peacekeeping efforts, the question of human rights was of great concern during 1994.

The United Nations Transitional Authority in Cambodia (UNTAC) completed its 18-month peacekeeping mission and its most evident accomplishment was the organisation in 1993 of a new assembly, paving the way for a new constitution and a new government. But it did not succeed in bringing the Khmer Rouge into compliance with the peace accord signed in Paris on 23 October 1991.

Khmer Rouge guilty of human rights abuses

According to a UN report presented in November by the Special Representative for Human Rights for Cambodia, the Khmer Rouge guerrillas have been guilty of a variety of human right abuses. The report said that the treatment of prisoners in Khmer Rouge prisons consituted some of the worst abuses of human rights which occurred in the country. Accused of beating and raping prisoners kept in total lack lack of hygiene and very poor sanitary conditions, the Khmer Rouge were also accused of laying more land mines and recruiting villagers to act as ammunition carriers.

DHA

Photo: UN/P. Sudahkaran

HIV/AIDS in the countries of the Mekong

CARE International has taken a leading role in HIV/AIDS communication in the region once known as "Indochina" but increasingly today called "the countries of the Mekong". CARE Laos is involved in strengthening the National AIDS Committee of Laos through a series of provincial workshops.

CARE Vietnam undertook a 12-month study of sex workers and their clients in Hanoi and Ho Chi Minh City and produced a report on the risk of AIDS in Vietnam, using local people as researchers. This document was instrumental in moving the debate in Vietnam away from a focus on "at-risk groups" to "at-risk behaviour", an important shift in approach to the spread of HIV infection. CARE Thailand has participated in extensive collaborative research funded by WHO and now has three HIV/AIDS projects involving training in AIDS prevention, home care and counselling.

But the message on HIV/AIDS transmission is slow in spreading. Misunderstanding and ignorance also give rise to discrimination towards those who are diagnosed as being HIV-positive. It was with this in mind that CARE Cambodia undertook a major research project to develop a clear picture of those who are at risk of HIV/AIDS in Cambodia, and what behaviours are putting them at risk. The project, funded by the Australian International Development Assistance Bureau, was undertaken with the full support of the Cambodian National AIDS Committee.

The resulting report was entitled *Men are gold, women are cloth*, a Khmer proverb which clearly indicates one of the underlying problems in spreading the message about AIDS: the differing status of men and women in Cambodian society is fundamental to what CARE learned about HIV/AIDS in Cambodia.

CARE found that the word "AIDS" was well known in Phnom Penh, although it was largely misunderstood. "HIV" was much less well known. Importantly, although men knew how HIV/AIDS is spread, they felt safe when with their wives. Women, on the other hand, knew that it was possible to contract HIV from their husbands. While few Cambodian women are unfaithful to their husbands, Cambodian men regularly visit commercial sex workers, as the concept of sexual pleasure at whim is widespread and is associated with having sex with a beautiful young woman, someone other than a spouse.

The women are in a particularly difficult situation because they are supposed to be virgins physically and in terms of sexual knowledge, yet their husbands seek out commercial sex workers because of their presumed knowledge and expertise. In the report, wives were repeatedly blamed for not being sufficient "technical experts" to keep their husbands faithful!

Superficial beauty

Equally, the concept of beauty in Cambodian society is superficial and out of reach of the majority of wives, as it is equated with youth and virginity. Attitudes towards the "perfect woman" leave women with little power to change the system to one more appropriate to Cambodia's new AIDS era.

Nevertheless, CARE Cambodia has developed a number of innovative projects designed to raise general understanding of HIV/AIDS, to promote safer sexual practices and to remove misconceptions that can lead to discrimination. It has produced a video which is distributed through video rental outlets and on national television and is developing an innovative information programme based on travelling theatre groups.

CARE Cambodia is coordinated by CARE Australia on behalf of supporting donor members of the CARE International family. CARE Australia began operations in Cambodia in 1991 in the Thai border refugee camps, where it helped repatriate 350,000 refugees. CARE is also working in the slums of Phnom Penh with health care and small enterprise schemes and improving water quality in several rural provinces.

CARE Australia

Photo: CARE Cambodia

HIV/AIDS has hit Cambodia

The number of HIV-positive test results increased by 155% between 1992 and 1993.
The rate of infection amongst blood donors is 1.8% in Phnom Penh.
The figure in the provinces is not much lower, indicating regional spread.
A random survey of 25 students showed that a quarter were HIV-positive.
There were no known HIV positive cases as recently as 1990.

CARE Cambodia

Partners in brief

FAO's emergency activities

The monitoring activities and information services of the FAO play a vital role in detecting and triggering early response to emergency food supply difficulties, natural disasters and outbreaks of pests and disease. The Global Information and Early Warning System on Food and Agriculture (GIEWS) uses satellite remote sensing, agro-meteorological data and a wide variety of agricultural and socio-economic indicators to monitor the crop and food outlook at the global and national levels. More than 100 countries and 60 NGOs are members of the system.

The Office for Special Relief Operations (OSRO) is the FAO body which coordinates disaster relief assistance to rural communities which need help in re-establishing production in the aftermath of floods, fires, outbreaks of livestock disease and other similar emergencies. The nature of FAO's assistance varies widely and includes the supply of seed, crop protection inputs, agricultural tools and farm machinery, irrigation equipment, fertilizer, veterinary vaccines and medicines, and assistance to the fisheries sector. Much of OSRO's activities in the field are carried out in collaboration with NGOs.

In 1994, FAO received or allocated approximately US$64.5 million for emergency projects in 21 countries (Afghanistan, Angola, Bosnia-Herzegovina, Burundi, Cambodia, Chad, China, Eritrea, Ethiopia, Haiti, Iraq, Kenya, Liberia, Nepal, Pakistan, Rwanda, Sudan, Togo, Venezuela, Yemen and Zaire). Assistance was provided to flood and drought-stricken areas and to camps for displaced persons.

Many emergencies reflect the underlying crisis that many developing countries face. To be of long-term benefit, emergency aid must therefore be part of a coordinated structure of relief, rehabilitation and long-term development. Emergency assistance should be provided in a manner which will be supportive of recovery and sustainable development. Over the long term, prevention of emergencies and resolution of structural problems are far less costly and more sustainable than responding to crises and encouraging dependence.

So far it has been extremely difficult to obtain the resources needed to implement agricultural rehabilitation programmes in affected countries. The rehabilitation, recovery and development components of UN consolidated inter-agency appeals are consistently the most underfunded item, yet if rehabilitation is not begun as soon as possible, the basic conditions required to avoid recurrent crisis and consequent escalating costs will not be in place.

It is necessary to better define the links between rehabilitation and potential emergency food needs in the next crop season and in light of development prospects in the near and longer term. Failure to address the root causes of emergencies will slow down recovery and increase both long-term costs and human suffering. Furthermore, the costs of meeting these essential needs is relatively low compared with the cost of providing food for recurrent emergencies.

FAO

The Federation in Asia and the Pacific

The work of the Federation in 1994 in Asia and the Pacific focused primarily on implementing the recommendations made at the Regional Conference in Beijing in 1993. One of the recommendations of that conference was to develop a database covering Red Cross and Red Crescent programmes, activities and resources throughout the region. As explained by Federation Vice President and Chairman of the Implementation Task Force V. T. Nathan, "This database is a cornerstone of our commitment to enhance regional cooperation, itself a key to meeting the primary Red Cross and Red Crescent challenge of improving the situation of the most vulnerable". This database is one element supporting a region-wide disaster preparedness programme directed at using regional resources and experience to build Red Cross and Red Crescent capacities to respond effectively when disasters strike.

As another follow-up to the Beijing Conference, 17 Red Cross and Red Crescent Societies from Asia attended a six-day first aid workshop in Phnom Penh, Cambodia. "Many interesting and innovative ideas emerged from the workshop," summed up Dr. Michel Tailhades, the Federation's Regional Health Delegate. "But underpinning all our activities and discussions was the key imperative that a community-based approach to first aid is essential." The national societies of Asia and the Regional Delegation (Kuala Lumpur) adapted the Federation's *First aid in the community* manual for Red Cross and Red Crescent volunteers.

In response to specific needs in 1994, the Federation issued 14 appeals for the Asia and Pacific region. They were targeted to benefit 4.2 million people. Generally, the appeals for the Asia and Pacific region fared poorly compared to Europe (still a close-to-home concern for major donors) and Africa (where Rwanda represented one of the Federation's largest operations). However, the average coverage for the Asia and Pacific region was affected by the poor response – less than 23 percent – to its largest 1994 appeal, the 27 July appeal for those affected by China's floods.

> *"A community- based approach to first aid is essential."*

If the International Red Cross and Red Crescent Movement is to respond effectively to the needs of the millions of vulnerable people in Asia and the Pacific, the role of the Federation's Regional Delegations is of prime importance. Building the capacities of individuals and communities to cope with disasters and reduce vulnerabilities is high on their agenda.

The achievements in 1994 – including the establishment of a community-based first aid curriculum for the Asia Region, the formation of an HIV/AIDS Task Force to coordinate and share experience and resources, the creation of a regional database for improved disaster response, improved information sharing and the strengthening of disaster preparedness capabilities – all lay the foundations for better service to the highly vulnerable populations of Asia and the Pacific.

Federation

Issues in focus

Land mines: reaping what has been sown

Throughout 1994, DHA continued to push for a comprehensive ban on the use, deployment, trade and manufacture of land mines and their components, and to work to remove some of the estimated 110 million land mines now seeded around the world.

Land mines are indiscriminate, patient and deadly. Their continued existence in countries recovering from war threatens economic development, political stabilisation and the reintegration of refugees, as well as the death and injury which their accidental detonation brings.

Land mine removal is slow, dangerous and expensive, especially in minefields which have not been mapped or which have shifted over time. Several million land mines are laid each year, adding to the already huge task of clearing those on the ground. In his report to the General Assembly in September, the Secretary-General estimated the cost of clearing the land mines presently laid at a minimum of US$33 billion. If no more land mines were laid, it would still take more than a thousand years to remove all those that exist at current clearance and funding rates. While clearance is an important task of the UN, it cannot put an end to the proliferation of land mines. The only possible solution is a strictly-enforced ban on their production, trade and use.

In December 1993, the General Assembly adopted resolution 48/75 K calling for a moratorium on the transfer of excessively injurious anti-personnel land mines. The US Congress has adopted a five-year moratorium on the trade in land mines, while the EU has also put all transfers of land mines on hold. A Group of Governmental Experts has also been established to prepare for the Review Conference to the 1980 Convention on Certain Inhumane Conventional Weapons. In 1994, DHA participated in two meetings of the Group of Experts. In conjunction with UNICEF and the ICRC, DHA argued strenuously for the strongest possible restrictions on production, use and transfer of land mines.

In June, ECOSOC outlined DHA's role as the focal point within the UN for demining and land mine-related activities. A global demining database was established in June.

In September, UN Secretary-General Boutros Boutros-Ghali presented to the General Assembly a report on mine clearance which outlined the scope of the problem and the programmes of the UN. In November, Dr. Boutros-Ghali officially opened a Voluntary Trust Fund for assistance in mine clearance. The fund will be managed by DHA, and monies used to support UN activities and operations relating to land mines. The Secretary-General said in his report to the General Assembly that the trust fund would greatly enhance the effectiveness and timeliness of the international community's response to mine problems and mine assistance.

In the field

The UN has been involved in mine clearance operations in 12 countries. DHA coordinates the development of land mine programmes at the national level and works closely with interested agencies and UN departments to ensure an appropriate, comprehensive and coordinated UN response. Whenever possible, the UN builds national capacities by training and providing equipment to local deminers, and through land mine awareness campaigns it disseminates information to the general public.

Peace brings its own dangers

Mozambique held its first ever free elections in November 1994 after a UN-sponsored peace helped bring an end to 20 years of civil war. Recognising that the intense rate of repatriation brought an increased risk of mine casualties, DHA in May sent a fact-finding mission to investigate ways to step up the mine clearance programme. An Accelerated Demining Programme was put into place which focused on demining 2,000 kilometres of priority roads and strengthening local mine clearance capacity through training, the provision of equipment and administrative support.

By the end of the mandate of the UNOMZ in November, 15 demining platoons had been established with a total strength of 450 Mozambican deminers. The UN continues to provide assistance and training, and has given its demining equipment to the Mozambican authorities.

It is estimated that more than ten million land mines have been laid throughout Angola, starting in 1961 and continuing throughout the present conflict. No records of minefields exist. As a result of the indiscriminate use of land mines against the civilian population, an estimated 70,000 Angolans have been injured. The demining programme of the Humanitarian Assistance Coordination Unit is still in the early stages of development, but an office for coordinating demining activities was established in 1994 and a preliminary survey of mined areas has begun. UNICEF began a mine awareness campaign which included posting 40,000 land mine signs in known or suspected minefields, and began advocacy at the highest levels for an outright ban on the use, production, stockpiling, transfer, sale or export of land mines to Angola.

In Afghanistan, about 3,000 Afghan mine clearers have been trained and deployed under UN management since 1989. Despite rapid progress in clearing 115,000 land mines from 54 square kilometres of Afghan territory, all priority areas will not be cleared until 1997 if funding remains at its present level. Even that target will not represent the last word, as Afghanistan is estimated to have about ten million land mines spread across its surface. A national survey of the land mine situation was completed in early 1994. It concluded that 466 square kilometres of land in nearly half of Afghanistan's 356 provinces was mined. In the absence of permanent short-term solutions, the UNOCHA has placed a high priority on mine awareness. Up to the end of 1994, UNOCHA's Mine Awareness Programme had reached more than 1.5 million people.

When elections were held in Cambodia at the end of 1993, UNTAC began to withdraw and hand over responsibility for demining support to UNDP. The Cambodian Mine-Action Centre established by UNTAC became a fully Cambodian entity undertaking mine awareness, mine marking, mine clearance and mine clearance training programmes.

Throughout 1994, UNDP and UNTAC provided up to 30 technical advisors and $20 million under a two-year programme of assistance to the Centre, which employs more than 1,500 Cambodian deminers. UNICEF also conducted mine-awareness education and several NGOs have begun mine-clearance activities in cooperation with the Centre.

Northern Iraq has been heavily mined over the last decades. UNICEF and the NGO Mine Advisory Group have undertaken limited mine clearance and mine awareness education programmes, although the intransigence of the Iraqi Government has made wider demining activities impossible.

Anti-vehicle mines impede access of relief supplies to areas of need.

Progress hindered

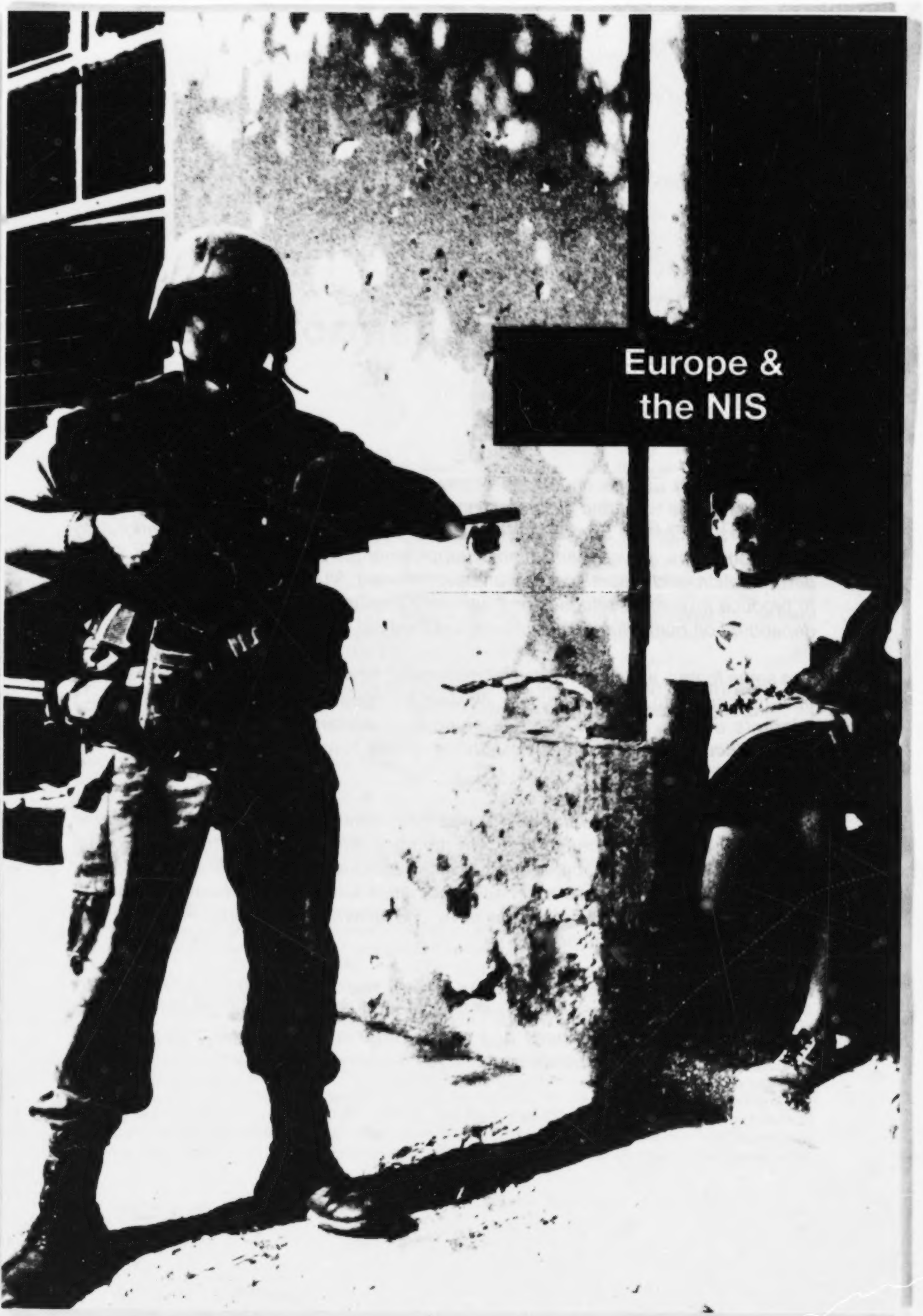
The chronic land mine situation in Abkhazia is hindering the return and reintegration of refugees and displaced people. Although the peacekeeping force of the Commonwealth of Independent States has undertaken some mine clearing, much still remains to be done before roads and villages in resettlement areas are safe.

Anti-vehicle mines pose a problem in Liberia, impeding access of relief supplies to areas of need. A plan was drawn up to train military observers from the Military Observer Group of ECOWAS, but renewed hostilities forced the suspension of the programme. The mine situation will have to be reassessed when the fighting dies down again. A poor security situation also played a part in limiting UN mine clearance action in Somalia. The UN in 1994 focused on employing Somali mine clearers as contractors, and providing supplemental training as necessary.

The programme to clear 20,000 mines left behind after the war in El Salvador was declared complete in January. In April, UNHCR began a risk-reduction and training programme in mine-affected regions of Guatemala. Returning refugees are being educated about land mines, using materials based on the El Salvador experience.

DHA sent several assessment missions into the field in 1994. In August, a DHA mission went to Georgia to evaluate the extent of the land mine problem and to recommend possible solutions. The Mine Action Plan for Georgia was approved by DHA headquarters a month later. The DHA Assessment Mission to Rwanda in September was followed by the development of a joint action plan with DPKO.

DHA



Europe & the NIS

Introduction

The situation in Europe and in the Newly Independent States is characterised by integration in the west and disintegration in the east. The collapse of the centralised economies of Eastern Europe and the former Soviet Union has led to deteriorating living conditions, poverty and high unemployment. Political instability and social disintegration, and in some cases war, have followed. All these forces have combined to produce millions of refugees and internally displaced people, many of whom are dependent on humanitarian assistance and food aid.

The same forces, and new freedom of movement, have put pressure on citizens of the east to migrate to other countries. Western European countries, concerned about migrants as they remove controls along their borders, have introduced tough new asylum laws to discourage economic migrants from taking advantage of asylum legislation.

Peace eluded the republics of former Yugoslavia in 1994, despite positive diplomacy and patchy ceasefires. The humanitarian efforts of the international community continued unabated, and assisted millions in all republics of the former Yugoslavia, as well as those who had found refuge further afield. However, although humanitarian aid can keep people alive and alleviate their suffering, it cannot substitute for a political settlement.

DHA continued its close involvement with the Newly Independent States in 1994, responding to complex emergencies in five of the former Soviet countries and organising joint exercises and missions for environmental crises, natural disasters and disaster response coordination.

A year in former Yugoslavia

From one winter to the next, the situation in former Yugoslavia changed, but at the end of 1994 the humanitarian consequences of the war were as real as they had been at the beginning.

The winter of 1993/4, though mild, brought many hardships for residents, displaced people and refugees from the fighting in Bosnia-Herzegovina and Croatia. Fresh optimism grew in the spring, nurtured by the ceasefire put into effect around Sarajevo in February and the end of fighting between Bosnian Government and Croat forces.

Summer and autumn saw sporadic but intense fighting in some parts of the territory and steps towards normalisation in others, although reports of human rights abuses continued to be widespread. At year's end, a broad peace agreement between the warring factions offered hope for the future.

Harassment continues

Despite ongoing harassment, obstruction and confiscation of humanitarian aid, relief convoys continued through winter 1993/4, averting the fears of mass deaths from starvation and hypothermia. In January, two-thirds of the relief supplies estimated to cover the needs of the planned beneficiaries was delivered. Convoys ran into extreme difficulty delivering aid to Gorazde, a UN-designated safe area in the west of Bosnia-Herzegovina, but produce grown locally (often from seeds distributed by UN agencies) kept many people alive.

On 27 January, three British drivers with an aid convoy were kidnapped in Zenica and taken to a river-bank where they were forced to kneel. All three were shot and Paul Goodall, the convoy leader, was killed.

The world's attention focused on Sarajevo once again in February. The city had been under siege by Bosnian Serb forces since December 1991, and an estimated 10,000 people had been killed in those 22 months. For the 380,000 people remaining, the Markale market in the old town was one of the few places they could buy the food and other supplies they needed. But on 5 February, a mortar shell fell among the early morning crowd, killing 68 people and wounding 150 more. The scenes of carnage were captured by TV cameras and flashed around the world, causing an upsurge in public outrage and leading to an ultimatum from the NATO to Serb forces besieging the city. The Serbs and Bosnian Government troops were given until midnight of 20 February to withdraw their heavy guns from a 20-kilometre zone around Sarajevo or hand them over to soldiers of the UN Protection Force (UNPROFOR). For the first time ever, the UN and NATO cooperated to threaten military sanctions.

Bosnian Federation agreement signed

The horror of the 5 February attack and the international community's swift response prodded the factions into thinking about peace after nearly three years of war. Talks began on restoring basic facilities to Sarajevo, and on 23 February a cease-fire was signed between the Bosnian Government and Croat forces, which led in March to an agreement to form a Bosnian Federation. Also in March, Bosnian Serbs struck several agreements to allow freedom of movement for civilians and UN personnel around Sarajevo. On 23 March, the Brotherhood and Unity bridge was opened, allowing residents of Sarajevo to travel between the Government-controlled and Serb-held parts of the city for the first time in two years. Serbian authorities agreed to allow aid to be delivered along "Blue Routes" to the besieged city, and prices of sugar, flour, oil and petrol fell. The pressure of gas pipelines in the city rose almost to pre-war levels, and trams began to run once again.

For a time, it seemed the normality being restored to Sarajevo would spread to the rest of Bosnia-Herzegovina. In March, 46,433 metric tonnes of aid were delivered throughout the Republic, the highest total for any month since humanitarian operations began. Civilians were able to move between Croatian and government zones. After an intensive four-day visit to the region, High Commissioner for Refugees Sadako Ogata sounded a note of "cautious optimism". On 22 March, the Secretary-General's Special Representative Yasushi Akashi flew into Tuzla airport with 22 metric tonnes of aid. It was the first time the Serbs had allowed the airport to be used. Commercial traffic began to travel freely from the Dalmatian coast to Government and Croat-controlled areas.

Photo:UNHCR/A. Hollmann

But even as tensions were easing in some areas, in other regions of Bosnia-Herzegovina they remained high. Serbian forces launched a renewed attack on Gorazde at the end of March. Despite heavy shelling of the town, staff from UNHCR and the ICRC continued to distribute aid in the city. Despite assurances given by the Bosnian Serb leader, Radovan Karadzic, that peace had been declared, tanks and artillery continued to pound the enclave.

On 22 April, NATO issued an ultimatum to the Serbs to end the attack and the next day UN staff and UNPROFOR soldiers were allowed into the UN-declared safe area to deliver food and evacuate 300 patients to Sarajevo and

Focus on vulnerable groups

IOM continued to develop its humanitarian activities in former Yugoslavia during the course of 1994. IOM's focus was on vulnerable groups: people who are displaced or have been separated from their families and those injured or otherwise affected by the conflict. IOM plays a primary role as an administrative and logistical link between vulnerable groups in need of special assistance and protection or medical treatment in third countries, and states offering shelter or medical care.

IOM continues to provide assistance as required in the following areas:

- arranging local and international transportation for displaced persons, refugees and other vulnerable groups to countries accepting to receive them on a temporary or permanent basis;
- administering a family reunification programme to help relatives of ex-detainees and others to rejoin their families in a safe environment;
- implementing, in close coordination with UNHCR, a special medical programme to provide specialised treatment abroad to wounded and war-affected persons who are victims of the hostilities, as well as to effect returns upon completion of treatment.

The ongoing conflict in certain areas of the region, coupled with peace initiatives, has highlighted the need to continue to extend temporary or permanent protection outside the region to vulnerable groups, as well as to plan for the eventuality of repatriation and returns.

When return of displaced persons and repatriation of refugees becomes feasible, IOM expects to carry out return programmes in close coordination with UNHCR, other agency partners and governments. IOM anticipates the need for information programmes to ensure that potential returnees are able to make an informed decision concerning return. In addition, IOM is developing projects supporting the eventual return of highly qualified nationals to assist in the rehabilitation and reconstruction of such areas as Sarajevo and Mostar. In the meantime, patients of the special medical programme and their families are already being returned to the region through the assistance of IOM and UNHCR

IOM

beyond.

On 1 April, Croatia declared that the Mostar region was safe and that Croat and Muslim refugees from Mostar who did not return would lose their refugee status. UNHCR officials protested strongly at this coercion of refugees to return to an unsafe environment, and after two weeks the Croatian authorities reversed their decision. In April and May, UNHCR assisted the voluntary repatriation of 2,000 people from Croatia to Konvale on the Dalmatian coast.

Serbia also announced in May that it would revoke the status of refugees from Serb-held areas of Bosnia and Croatia, but said that the affected people would be allowed to remain in Serbia. During the spring, an estimated 50,000 refugees returned to Serb-held Bosnia.

> *In June, an average of 200 ceasefire violations a day were reported around Sarajevo, climbing to 600 in July.*

Donors pledge for Sarajevo

In May, plans were drawn up to restore essential services to Sarajevo, and at a meeting in June donors pledged US $75 million for this purpose. However, pledges were slow in being fulfilled and the situation in Sarajevo began to deteriorate over the summer. A funding crisis forced relief organisations to scale down or discontinue many of their projects throughout the territory. The revised inter-agency appeal launched on May 11 outlined a shortfall of more than $80 million in the first six months of 1994, and appealed for a further $450.4 million to fund activities for the remainder of the year. The revised appeal was expected to benefit more than four million people throughout the territories of former Yugoslavia.

In June, an average of 200 ceasefire violations a day were reported around Sarajevo, climbing to 600 in July. In late July, UN aircraft and staff at Sarajevo airport were shot at, and the airlift was suspended for five days. Then the Serbs closed the Blue Routes into Sarajevo.

Outside Sarajevo, there were reports of rapes, murders, confiscation of property and forced displacement in territories controlled by all factions. Members of minority groups were forced to dig trenches and work in factories. Médecins sans Frontières reported that 7,000 Muslims were expelled over a three-month period from Bijeljina in the Serb-controlled northeast of the republic.

In late August, fighting in the northwest of the UN safe area of Bihac drove 25,000 people from the rebel Muslim zone over the border into Serb-held Croatia. Bosnian Serbs voted on the peace plan proposed by the five-nation contact group, with a reported 96 percent of them rejecting it.

Pope cancels visit

Pope John Paul II was not given security assurances and was forced to cancel his planned visit to Sarajevo in September. Aid convoys to eastern Bosnia were blocked and access to Bihac was denied as the warring factions returned to the battlefield. In October, Bosnian Government troops launched an offensive from the Bihac enclave which displaced some 15,000 mostly Serb civilians. Access to the eastern enclaves of Gorazde, Zepa and Srebrenica was restricted and shortages for the winter months were predicted.

Against a backdrop of renewed war and increasing attacks on civilians, DHA and UNHCR on 9 November launched the UN consolidated inter-agency appeal for former Yugoslavia, for the first six months of 1995. Although assistance targets had been trimmed in September due to a lack of funds and changes on the ground which had reduced the need for aid, by November there was still a $40.8 million hole in the UN's budget for 1994.

The latest appeal was to assist 2,244,400 people in all the republics of former Yugoslavia, two million fewer than the previous year. Large numbers of refugees and displaced people had returned to Bosnia and Herzegovina from neighbouring republics, while some had travelled to third countries in Western Europe and North America.

The economic situation of host republics had also improved, reducing the need for assistance to vulnerable communities.

The humanitarian mission of the UN was severely obstructed at the end of the year as fighting continued around Bihac. Rebel Muslim forces recaptured Velika Kladusa, a town they had lost to Bosnian Government forces in October, and about 15,000 refugees in the UN Protected Area in Croatia decided

Photo UN/M. Grafman

to return to Bosnia. No aid was allowed into the Bihac enclave, but access improved in eastern Bosnia.

Year-end ceasefire raises hopes

At year's end, the signing of one of the war's most comprehensive ceasefires prompted renewed hope for a political settlement. The turning point in negotiations was the visit of former US President Jimmy Carter to Bosnia in December. Shortly after Mr. Carter left, Special Representative Akashi brokered a general cease-fire agreement between the Government and the Bosnian Serbs, which was followed by an Agreement on Complete Cessation of Hostilities signed by Bosnian Serbs and Croats over the New Year. This diplomatic effort showed once again that, while humanitarian aid can keep people alive and alleviate their suffering, it cannot substitute for a political settlement.

DHA

Coordinating health sector response

In 1994, WHO, mainly through its Regional Office for Europe, continued to play a critical role in helping to coordinate health sector responses and actual relief operations in former Yugoslavia.

WHO participated in the DHA-led inter-agency mission that prepared the consolidated inter-agency appeal in cooperation with UNHCR. As the lead agency in the former Yugoslavia, UNHCR has overall responsibility for coordinating the international community's humanitarian response to this ongoing complex emergency. WHO and its Regional Office for Europe were asked to monitor the health and nutritional status of the people in the former Yugoslavia and to help coordinate the responses of the various cooperating partners in meeting emergency health needs. This involved the deployment of a large number of field staff, the opening of several sub-offices and the designation of a Special Envoy to coordinate the management of this complex operation.

In addition to its coordinating role, other WHO activities in 1994 included:

- *Providing supplies and medical assistance to hospitals in Bosnia-Herzegovina in response to the 1994 inter-agency appeal:* A new approach was used whereby national and international NGOs carried out parts of the operation funded by donors, with the government giving high priority to primary health care. After some initial operational setbacks, this first attempt at such cooperation proved successful.
- *Facilitating the 'twinning' of Bosnian and Italian hospitals and hospital staff by agreement between the Italian and Bosnian Governments:* This will provide a basis for sustained medical assistance in Bosnia-Herzegovina once the emergency phase is over.
- *Implementing mental health projects in Bosnia:* Mental health was one of 13 priority areas set by the Ministry of Health of Bosnia-Herzegovina in collaboration with WHO. Assistance from donors made it possible to implement the WHO regional model in Sarajevo, a complex educational programme designed to train professionals in psychiatry and other health staff in the care of traumatised individuals and groups;
- *Initiating projects for the elderly in Sarajevo:* Reports from WHO winter nutritional surveys of 1993 and 1994 showed alarmingly high levels of under-nutrition among people over the age of 60. Many factors, such as stress, sickness, cold and the inability to prepare food, contributed to this tragedy. In response to the needs of this neglected and vulnerable group, the international donor community allocated funds for an important pilot initiative whose implementation has commenced.

WHO

Asylum: thorny problems

Photo UNHCR/A. Hollmann

As the countries of the European Union move to open their internal borders and abolish internal controls, they have had to resolve many thorny problems. One of the most intractable has been the question of asylum-seekers and immigrants coming from outside the fifteen countries which make up the European Union.

Most EU countries have introduced laws to discourage economic migrants from taking advantage of asylum provisions. The EU principle of harmonisation of legislation has meant a levelling of immigration rules which has not always benefited genuine asylum-seekers. UNHCR has protested that new European immigration practices violate the human rights of asylum-seekers. Some may be in contravention of the 1951 UN Convention relating to the Status of Refugees.

UNHCR remains committed to a comprehensive refugee strategy for Europe, and constantly advocates for a liberal interpretation of internationally-accepted principles of treatment for asylum-seekers. Although recognising that the pressure of refugees from former Yugoslavia has strained the resources and goodwill of European governments, High Commissioner Sadako Ogata insists that refugee policy should not become confused with immigration issues.

In February 1994 the European Commission adopted a Second Communication on Immigration and Asylum. It called for action to reduce migration pressures and to control migration flows while ensuring that the examination of asylum applications continues to operate in a fair and efficient manner. The slow process of harmonisation of national laws on immigration and asylum has slowed down the elimination of internal border controls described in the Maastricht Treaty, the Schengen Convention and the

Natural disasters in Europe

France: Floods hit the French Riviera in June after storms caused rivers to burst their banks. Hundreds of people were evacuated and rail links to Italy were cut. Three hundred homes were swept away in Auribeau-sur-Siagne, the worst-hit of a dozen villages. In December two earthquakes in an hour cracked buildings and sparked panic in parts of the Alps.

Italy: Torrential rains battered the northern regions of Piedmont and Liguria in November, causing rivers to burst their banks. Sixty-four people drowned or were killed in landslides, at least 41 were missing, and transport, power and communications were cut off. The floods also affected southern France and Corsica. Italian officials called the rainstorms among the worst of the century. Fire-fighters' unions expressed anger at the government's slow response and the lack of resources. A legal inquiry in the province of Turin was to investigate possible criminal responsibility for breaches of building and environmental laws that might have contributed to the death toll. The disaster caused more than US$9 billion in damage. A special tax was to be levied to find the money for repairs

DHA

Dublin Convention. The Schengen group of countries was forced again in 1994 to postpone the implementation of the treaty, which would remove all checks at borders between the nine nations, because of French objections that outstanding questions had not been resolved.

UNHCR favours some of the EU's proposals to deal with asylum-seekers, and has advocated "temporary protection" as a solution to the problem of a mass influx of asylum-seekers such as those from former Yugoslavia. However, High Commissioner Ogata has taken issue with several of the practices currently employed in refugee status determination.

Unqualified personnel

Although acknowledging that refugee screening procedures need to be streamlined, she objects to the rules which give unqualified personnel such as border guards the option of deciding that individual asylum-seekers present "manifestly unfounded" claims of persecution. The "first country of asylum" principle has also been expanded to include, in some cases, the territory of countries through which asylum-seekers passed in search of refuge. "Safe country of origin" lists have also been drawn up by EU countries, but using different criteria. UNHCR considers any rule which automatically rejects asylum claims to be contrary to accepted international practice of individual screening of applicants and could lead to the return of genuine refugees to situations in which they will be persecuted.

"Carrier sanctions", which impose fines on airlines transporting aliens without proper travel documents, shifts the burden of considering asylum claims to airline personnel, who are totally unqualified for such work and almost always err on the side of exclusion.

A number of countries have also ruled that some people fleeing persecution could have found safety in a certain area of their country of origin and therefore can be rejected as asylum-seekers. UNHCR thinks that this "internal flight alternative" ignores the reality of many conflict-torn countries, in which the civil, political and socio-economic situation may have deteriorated beyond the ability of the government to provide adequate protection. In such cases, asylum abroad may be the only possibility for displaced people to maintain a measure of dignity and security.

DHA

After the Cold War:
disintegration and humanitarian response

The disintegration of the former Soviet Union and the subsequent collapse of the centralised economy and the system of capital allocation and trade resulted in severe disruptions of the established ties between different parts of the former USSR. This was compounded in all the former Soviet republics, but especially in the Caucasus states of Armenia, Azerbaijan, Georgia and in Tajikistan, by protracted conflicts, political instability and large-scale population displacements.

The economic and social situation throughout these countries continued to deteriorate rapidly in 1994, and conditions became exceedingly difficult for large numbers of people, particularly those displaced by conflict. Unemployment has been rising because of severe reductions in industrial output, and agricultural production steadily falling. With the precipitous fall of local currencies, the rate of inflation has soared, further aggravating the economic crisis. As a result, large segments of the population in these countries remain partially dependent on external aid, including food, health care provision, fuel, shelter and clothing.

Humanitarian assistance alone, however, cannot alleviate the problems of the NIS in the long-term. While continuing to provide emergency humanitarian assistance to the most vulnerable of the affected populations, efforts should be enhanced to move the countries of the region from dependency on humanitarian assistance and highly subsidised commodities to rehabilitation and to longer-term projects which can help promote development and self-sufficiency. This is becoming all the more urgent since donor funding is limited and, despite the good will of many states and organisations, large-scale assistance cannot continue indefinitely.

Military conflict

At the end of 1994, a severe humanitarian situation evolved as a result of military conflict involving large contingents of the regular armed forces of the Russian Federation and armed formations of the secessionist movement in Chechnya. By March 1995, some 330,000 persons were estimated by the United Nations to have been displaced by the fighting from Chechnya into the neighbouring republics of Daghestan, Ingushetia and North Ossetia.

The situation in the trans-Caucasus countries of Armenia, Azerbaijan and Georgia worsened in 1994. The combination of deep recession and rampant inflation, protracted conflicts and political instability, led to continued large-scale population displacement across the region and sharp increases in the number of people requiring emergency assistance.

All three countries are still reeling from the impact of the political and economic upheavals which followed independence.

The collapse of the centralised system of input allocation and trade constraints has largely deprived Armenia and Georgia of essential energy supplies. The capacity of all three countries to produce goods for export, earn foreign exchange and finance the government budget has been severely affected. At the same time, budgetary insolvency, to varying degrees, has eroded the ability of the respective governments to provide meaningful wages, pensions, food security and basic services.

The food supply situation in the region is difficult and has become critical for the vulnerable populations and urban poor. Even before independence, all three countries had large structural deficits in grains, as well as other basic food. Domestic food production in all three countries has contracted sharply in recent years and foreign exchange constraints have reduced food imports to a fraction of their former levels.

Armenia and Georgia have introduced subsidised bread rations, but rations are frequently not available due to shortages and major difficulties in distribution systems crippled by a lack of fuel. State distribution systems for other basic foods have virtually collapsed and market prices are moving rapidly beyond the means of many of the region's people. As a result, it is estimated that between three and five million of the most economically vulnerable now largely depend on humanitarian assistance and food aid allocations to supplement their diets.

The deteriorating health status of populations across the region is of serious concern. Many displaced persons lack proper shelter or are living with host communities in overcrowded, unsanitary conditions. Their plight, and that of other vulnerable groups, is exacerbated by the limited capacity of governments to import essential drugs and ensure access to health care and potable water supplies.

How DHA activities in the NIS are organised

Complex Emergency Division (CED): Middle East and NIS Section

Based in New York, the Middle East and NIS Section the Complex Emergency Division has overall responsibility for running DHA's programmes in the four NIS countries. Functions are carried out through a desk officer structure.

Complex Emergency Support Unit (CESU)

Based in Geneva, CESU provides support to the CED for all countries covered by DHA activities. Some CESU staff are assigned to supporting CED activities in the NIS. Their functions include donor liaison, field support in cooperation with the CED desk officers, support to appeals preparation and compilation of situation reports for dissemination to the donor community as well as to working partners in the field and at headquarters. Administrative matters related to field operations are also handled in Geneva.

DHA

Armenia

In Armenia, armed conflict has led to mass movements of people and the closure of the main corridors of supply through a de facto blockade by most neighbouring states. A devastating earthquake in 1988 killed 25,000 people and left more than half a million homeless. As a result of the conflict with Azerbaijan over the status of the region of Nagorno-Karabakh, this land-locked country is host to 300,000 refugees and a further 77,000 people are reported to be displaced from towns and villages bordering Azerbaijan in the east. Many earthquake victims, as well as displaced people, continue to be without adequate shelter. In addition, there are more than one million economically vulnerable people, living mostly in urban areas.

The overall food situation remained extremely difficult in 1994. The continuing blockade has resulted in critical shortages of essential supplies and services, including fuel and food. The energy crisis affects all sectors. National output, for example, has fallen by more than 70 percent since 1988 and, without electricity and fuel to heat their homes, large numbers of people left the country at the onset of winter.

Armenia had always been

dependent on impor[illegible] and now, because of a lack of foreign exchange, relies largely on donated pharmaceutical goods, vaccines and medical supplies. Mortality rates from a variety of diseases have increased, and the risk of water-borne epidemics is high as a result of poor sanitary conditions. The rising number of hepatitis cases is also causing concern.

The severe shortage of school supplies, including textbooks, has affected most school students. Many schools are in urgent need of repair and lack furniture and fuel for heating. The traditional practice of serving school meals has also stopped because there is not enough money.

Azerbaijan

Azerbaijan, although rich in resources, is experiencing marked socio-economic deterioration as a result of a number of problems, including intractable conflict, political instability and structural adjustment. Production, employment and incomes have declined sharply and the disruption of former trading links has contributed to a severe shortage of medical supplies and other essential goods. Immunisation coverage has fallen [illegible] there are outbreaks of diseases such as diphtheria, pertussis, poliomyelitis and measles.

The ongoing conflict over the region of Nagorno-Karabakh has led to large-scale movements of people. The number of refugees, mostly from Armenia, are reported to total 250,000 and a further 658,000 people are estimated to be internally displaced. Of this group, only ten percent live in organised camps. The rest are housed either in public buildings, government shelters or with host families.

Conflict has also resulted in substantial damage to the infrastructure and loss of agricultural land. Georgia's modest revenue from the oil industry and the availability of fuel place the country in a better position than its neighbours to mobilise grain. However, foreign exchange and budget constraints remain severe and limit the government's capacity to import essential supplies, including other basic food.

At present, some 200 schools country-wide are occupied by refugees and displaced persons, with the result that some 58,500 children are unable to attend school on a regular basis. The lack of paper for printing textbooks and a shortage of other school supplies also severely disrupt the learning process of many students. The situation of handicapped and displaced children in boarding schools and orphanages is particularly difficult.

Georgia

At independence, the people of Georgia had one of the highest standards of living amongst the republics of the former Soviet Union. Today, the country is racked by political instability, civil strife on two fronts and the displacement of some 270,000 people. Lack of foreign exchange for essential inputs, such as fuel, and hyperinflation have devastated the economy. Agricultural production was reduced in 1993 for the third year in succession and there were further reductions in 1994. In Abkhazia, some 75 percent of the people are reported to have left and there is extensive destruction of homes and infrastructure. In some areas, large numbers of mines have been laid and roads are impassable. If repatriation becomes possible, demining activities will be necessary.

After several years of huge budget deficits, the government lacks the resources to ensure the continuation of basic services. Health care provision is now entirely dependent on humanitarian assistance and many primary health care units and hospitals are unable to function because there are few medical supplies and equipment.

Some 4,000 orphans, abandoned children and people in need of special education are currently living in extremely poor circumstances because of reduced government spending. Most lack adequate food, bedding, warm clothes or learning materials. As in the other two countries, text-books and school materials are in short supply and many schools need urgent repair.

The continuing delay in re-settling internally displaced persons to Abkhazia is a heavy burden on the economy of Georgia, weakening its capacity to recover, as well as exacerbating social and political tensions. UNHCR estimates that, as of December 1994, the number of internally displaced persons who had returned to Abkhazia according to legal procedures, set up within the framework of the Quadripartite Commission, was just 311. The Abkhazian authorities are withholding thousands of other applications and have refused to process further requests. Negotiations on the repatriation issue continue, however.

Azerbaijan:
when does a disaster end?

In October 1993, increasing hostilities drove some 60,000 Azeri refugees living in Iran back into Azerbaijan. The Iranian Red Crescent immediately began managing the tent camps that sprung up in the Azerbaijani towns of Sabirabad, Imishli and Bilesuvar.

It was initially predicted these people would need assistance for six months. More than a year later, the Federation agreed to take over funding and management of the camps.

A recent census determined 40,000 to 45,000 people were living in these camps, and there is no sign that they will leave soon. The most urgent needs have not changed in 18 months: they still require food, shelter, health care, water and sanitation and a strengthening of the management infrastructure.

From November 1994, the Federation took full responsibility for food distribution, but the food has sometimes not been forthcoming. Support faltered and brought the programme to the edge of crisis, but the Iranian Red Crescent again pledged its support by supplying one full month's ration to the camps at its own cost.

Tents do not last forever, and the Federation realised the need to improve the shelter in the camps before the winter rains began. National Societies and other donors stepped in to fill this need.

Water is obtained from natural sources as the public water supply network is inadequate. Solutions need to be found. Communications are still a major concern, since there are no reliable means of communication in the region. Radio is the only available option.

The Federation considers this operation a success, thanks to the positive response of its donors. However, it has only been able to cover the priority needs of people in the camps. Therefore, continuous support will have to be forthcoming.

Federation

Photo: ICRC/L. Stoop

As part of efforts to move from a central supply system to a market economy, the Georgian Government is taking steps towards economic reform. However, the task of transforming the state-run economy into private hands is daunting and has, in itself, inflicted severe social and economic hardship. In 1994, the state bread subsidy was reduced and, since then, the price of a loaf of bread has risen from 500 coupons to more than 170,000. Further increases are expected. Although the minimum wage and pensions have also been increased, they cannot keep pace with rising inflation.

Of all the difficulties currently facing Georgia, the most immediate are the scarcity of basic foods and the energy supply situation, which has been steadily worsening and has now become critical.

Humanitarian action

In the light of these problems in Armenia, Azerbaijan and Georgia, DHA headed an inter-agency mission to the Caucasus in February and March 1994, to determine needs and formulate a UN humanitarian programme. The consolidated inter-agency appeal for the Caucasus was launched in May 1994.

During DHA-sponsored inter-agency consultations in September 1994, it was agreed that continued assistance in the form of food, shelter, basic health, kerosene and clothing would remain an essential component of humanitarian contributions in the Caucasus into 1995. Emergency logistics, which are part of WFP's regional activities, are in dire need of funding to overcome the tremendous transport constraints which prevail throughout the Caucasus.

To begin to bridge the gap between relief assistance and longer-term sustainable development, community-level action in the areas of income-generation, training, self-help health projects and advice in marketing procedures for village productive units, were implemented, while larger-scale reforms are being thought out by respective governments, in collaboration with international financial institutions.

UNHCR and WFP with NGO implementing partners initiated income-generating and food-for-work projects in 1994 and these are also being planned by UN agencies such as UNDP. In health, emergency needs remain the core concern but health policies and longer-term issues are also being addressed by UNICEF and WHO. NGOs have started planning for

Field coordination units

Between July and September 1994, DHA established field coordination units (FCUs) in Tajikistan, Armenia, Azerbaijan and Georgia, to support the respective Humanitarian Coordinators. The FCUs are small set-ups. Two international staff (one Humanitarian Affairs Officer and one Assistant Humanitarian Affairs Officer) have been assigned to each unit, which also has a driver and an administrative officer/interpreter. The FCU teams maintain close working relationships with UN agencies and NGOs and liaise regularly with government representatives.

FCUs participate in inter-agency needs assessments, organise field-based inter-agency consultations and gather information. In late 1994, the Humanitarian Affairs Officer in Georgia also assumed responsibility for regional coordination issues in the Caucasus. The activities of the DHA field component form the basis of an ongoing process of information sharing and coordination at field level. The in-country teams also provide DHA headquarters with materials, updates and insight for reporting to the donor community and briefing the Inter-Agency Standing Committee.

DHA

increased involvement in community-level health education.

Meanwhile, refugees and internally displaced persons remain a central concern. Efforts will continue to enable them to return home and to design projects benefiting host communities and resident populations too. UNHCR is planning expanded involvement in the provision of semi-permanent and temporary shelter. Education, though largely under-funded in 1994, is also viewed as requiring increased attention. Humanitarian partners also called for increased information-sharing between agencies and the government, especially to determine levels of vulnerability.

Since September 1994, DHA has continued coordination efforts with agencies operating in all three countries, as well as liaison with government counterparts. In Armenia, possible directions were identified through a DHA-sponsored seminar open to all working partners and government representatives, during which members of the intellectual community of Armenia gave their views on possibilities for intervention in the education sector and in developing technical expertise.

In Azerbaijan, agencies have continued exchanging information on ongoing and planned emergency efforts. In Georgia, discussions have also focused on the proposed development of a mine database through DHA, UNHCR and UNDP efforts. All three field coordination units also supported the respective DHA coordinators in preparing the visit of the UN Secretary-General to the Caucasus at the beginning of November.

By January 1995, contributions received against the ongoing appeal for the Caucasus totalled 45.9 percent of the requirements for Armenia, 45.1 percent for Azerbaijan, 45.0 percent for Georgia and 44.1 percent for regional activities.

In March 1995, DHA launched an updated inter-agency consolidated appeal for the Caucasus, soliciting donor support for multi-sectoral relief and rehabilitation programmes to be undertaken by UN agencies/organisations in the three countries for the period April 1995 to March 1996, totalling US$118 million.

Tajikistan

While improvements in the overall stability of conflict-affected areas of Tajikistan in 1994 led to the return of more than 90 percent of former refugees and internally displaced persons, and substantial progress was made for their reintegration, the country continues to face critical difficulties in conditions of tremendous economic difficulty.

The periodic recurrence of armed struggle in the wake of the 1992/3 civil conflict and the still precarious living conditions in conflict areas, exacerbated by the continued deterioration of the national economy, are still dictating daily life in the most affected communities of Khatlon region in the south-west, Gorno-Badakhshan in the east and parts of the Garm Valley. Emergency food aid is a major source of nutrition for many among the most vulnerable, most of whom are women, children and the elderly.

Health centres have been destroyed and those functioning lack basic equipment. Drugs are often unavailable in the many remote villages of this mountainous country. Schools and hospitals lack essential water and sanitation facilities, which puts entire communities at risk. Many schools are not operating, threatening to erode the high levels of literacy of past decades. Shortages of fuel have severely affected the country's productive capacity. Idleness, due to the lack of adequate employment opportunities, compounds the existing deep clan and regional divisions and poses a serious threat to dignity, welfare and peaceful cohabitation.

DHA launched a consolidated inter-agency appeal for Tajikistan in April 1994, following an inter-agency mission led by DHA in February.

The precarious environment of the country's transition to a viable state with sound economic structures is creating new types of emergency needs, in addition to those which emerged as a result of the conflict.

Presidential elections and a referendum on the Constitution were held on 6 November 1994. Mr. Imomali Rakhmonov won the presidential nomination with 58 percent of the vote.

The President has since announced a decree on economic reforms to speed up the transition towards a market economy. The overall economic situation in Tajikistan, however, was catastrophic at the end of 1994. Tensions caused by food shortages have compounded the economic problems and strained the government's capacity to respond to needs country-wide. The security of local and international humanitarian staff has deteriorated as supplies of emergency food are being targeted for looting. Armed militia hijacked emergency food aid provided by the European Union in the north of the country at the end of 1994. WFP and UNHCR's warehouses were looted of wheat flour in Khatlon region in November. International staff have been threatened, and in one case beaten, in incidents during which food was demanded.

The critical wheat situation prompted FAO to issue a special alert, following a DHA-led mission to the country in October. The mission held extensive consultations with the UN and NGO community to prepare proposals for humanitarian activities in 1995.

By the end of October, almost 80 percent of the emergency food aid requirements had been met. WFP coordinated food assistance with other partners involved in food delivery, including the Federation, ICRC and NGOs such as CARE and Save the Children-US. In other sectors, funding was less forthcoming. Some donor contributions have also been affected by transport delays and some activities experienced a slow start for a variety of reasons. Overall, 60 percent of the appeal requirements had been met by the end of 1994.

Chechnya, Russian Federation

The fighting in Chechnya, which broke out at the end of 1994, has caused thousands of casualties – many among them civilians – displaced hundreds of thousands of people, destroyed much of the capital Grozny and affected other towns and villages, and incapacitated many hospitals and medical facilities.

In response to a request from the Russian Government, in December the Secretary-General authorised a UNHCR/DHA mission to the areas around Chechnya to assess the needs of the people who fled the fighting.

The assessment mission, including nine UNHCR staff and one DHA representative, also supervised the delivery of UNHCR emergency relief supplies. A UNICEF flight also delivered medical and other relief goods to the area.

DHA

Tajikistan: hope for tomorrow

The Federation began assisting vulnerable groups among 50,000 displaced people in Tajikistan in March 1993. Aid at first took the form of fuel to hospitals, schools and other institutions housing displaced people. Family parcels were distributed to the most vulnerable displaced people.

The Federation reassessed the need for its assistance in light of the consolidated inter-agency appeal for Tajikistan launched by DHA. The assessment team was shocked by the serious deterioration of public health services in the west of the country, where most of the population live. Medical supplies are unobtainable, even on the black market. Surgeons lack even basic items such as soap to wash before operating. The Federation is supplying medical kits to hospitals and is targeting 50,000 people in socially vulnerable groups such as orphans and invalids with a supplementary nutrition programme.

The Federation also identified a need for additional assistance for the most vulnerable groups in the eastern part of the republic. Some 50,000 school-age children are being given a supplementary ration, and the Federation is also providing coal for fuel, winter clothing for orphans and school-age children in single-parent homes, and food for the elderly. It is giving a limited amount of medical supplies to the public health sector.

The procurement and transport of coal presents one of the major logistical challenges of the operation. The Federation managed to deliver 200 truckloads of coal despite blocked mountain passes and severe temperatures. Vehicle engines could never be turned off in order to keep the drivers from freezing to death. Benzine had to be used in the trucks; diesel fuel would have turned to jelly in such frigid temperatures. Without fuel, much of the population living in mountainous regions would be forced to emigrate.

The Federation and the Red Crescent Society of Tajikistan are cooperating in a Visiting Nurse Programme. The Federation is subsidising the salaries and funding the retraining of the 160 National Society Visiting Nurses, who help 1,600 elderly people who have no other access to health care. The investment in upgrading nursing skills, project management and disaster preparedness in the National Society should lead to self-sufficiency and increase its efficiency and productivity.

Federation

WFP in the Caucasus

The WFP humanitarian interventions in the Caucasus republics were undertaken to meet the emergency relief requirements of the large-scale population groups displaced by civil war and ethnic tensions.

WFP emergency food aid was provided to displaced people, people returning to their homes after being displaced by civil strife and vulnerable groups whose food insecurity has been caused largely by the sharp deterioration of economic conditions. WFP provided vital relief food aid to a targeted 1.28 million people – displaced people, refugees, returnees, and other vulnerable groups – who have been assessed as needing emergency food aid in Armenia, Azerbaijan and Georgia.

WFP has continued to take a leading role in the mobilisation, purchase, delivery, distribution and coordination of emergency food assistance to affected countries of the Caucasus. In 1994, the quantity of the commodities delivered by WFP was around 28,900 metric tonnes.

In Armenia, 350,000 people, mainly refugees and displaced people from Azerbaijan and Nagorno-Karabakh, were targeted for assistance. Some 9,200 metric tonnes of WFP emergency food assistance was delivered in 1994.

In Azerbaijan, from April 1994, the target group for WFP emergency food assistance under emergency operations increased from 350,000 to 447,000 internally-displaced persons and other most vulnerable groups. Some 10,500 metric tonnes of WFP emergency food assistance was delivered in 1994.

In Georgia, the number of beneficiaries targeted for emergency food assistance was 250,000 in early 1994 but was reassessed in March and increased to 483,000 internally-displaced and other most vulnerable groups. Some 9,200 metric tonnes of WFP emergency food assistance was delivered in 1994.

NGOs distribute aid

International and local NGOs have increasingly been WFP's implementing partners. The Federation, CARE, Relief International, The Salvation Army, ACTS International and MSF (Belgium) are some of the NGOs that have been involved in distributing WFP food supplies during the reporting period. As many of the beneficiaries are either refugees or returnees, WFP food distributions have been closely coordinated with UNHCR.

Logistics operations have been a formidable challenge in the Caucasus. The WFP Caucasus Logistics Advisory Unit (CLAU), based in Tbilisi, has been facilitating WFP operations and has provided technical assistance to all agencies involved in the transport of humanitarian relief cargo. Shipping via the Black Sea to the Georgian ports of Batumi and Poti and onwards by rail to Georgia, Azerbaijan and Armenia is the quickest and cheapest route to the Caucasus for most imports. Road routes for imports into the Caucasus countries have also been investigated.

WFP has been supporting crucial regional logistics activities in the Caucasus, mainly the emergency railway and port rehabilitation projects. For example, the main logistical problem in the Caucasus is frequent cuts in electricity during the winter months. WFP has deployed diesel locomotives as part of the rail project. Against the requirements of US$20.5 million for the logistics projects, $7 million was received. WFP CLAU activities have been crucial to the successful coordination of deliveries of more than one million metric tonnes of food aid (programme and relief) over the current winter period in the Caucasus. *WFP*

The IOM and people on the move

The break-up of the former Soviet Union was followed by considerable population shifts, unregulated migratory flows, lack of clarity regarding nationality issues, ethnic conflict and other migration-related problems. Political and economic instability and social unrest throughout the region created a compelling challenge to the IOM to fulfil its mandate of promoting orderly and planned migration throughout the world.

The IOM established an office in Moscow in 1992 and has since expanded its activities throughout the former Soviet Union.

Today, IOM has offices in Russia, Georgia, Armenia and Tajikistan. The Baltic states of Estonia, Latvia and Lithuania, as well as Belarus, are covered from IOM's regional office in Helsinki. Activities are being explored in Azerbaijan, Ukraine, Belarus, Kyrgyzstan and Kazakhstan.

Capacity-building

In addition to organising medical services and transportation for migrants leaving for other countries, IOM is involved in institution and capacity-building, which includes giving advice on migration-related policies, legislation and management. It also organises information activities, collecting, analysing and sharing migration-related data, to promote better understanding of migration issues and to provide a reliable basis for policy and decision-making. Finally, IOM undertakes settlement programmes, monitoring the successful establishment of people moving from or to a receiving country.

In Russia, for example, the authorities estimate that some 2.5 million Russians have returned to the Russian Federation in the last five years. Up to eight million might return in the next few years. This presents Russia with a serious challenge, since the absorption of millions of returnees will play a major role in determining the future of the new Russia. Since 1992, IOM has been actively involved in helping the Russian authorities in this difficult task, advising on appropriate legislation on migration-related issues and helping build administrative structures for managing migration.

Since summer 1993, IOM has also been providing direct assistance to migrant communities in Russia, providing simple technology to help them establish themselves in their new environment. By supplying migrants with tools and other materials, IOM is helping to stimulate and facilitate new enterprises and businesses. Additional jobs have been created and self-supporting activities encouraged.

As far as the CIS and Baltic region is concerned, IOM has been organising workshops on migration-related matters of regional concern. The latest was held in Helsinki in December 1994. All of the CIS and Baltic States took part. Also, IOM established in September 1993 a Migration Information Programme for Central and Eastern Europe and the CIS based in Budapest. The two main goals of the Programme are to conduct rapid, targeted research on profiles of migrants and potential migrants in the various countries of the region, and to provide information that would serve to alert governments to significant migratory flows.

IOM

Nature gives Moldova no breathing space

The New Independent State of Moldova suffered in 1994. It was afflicted by a serious drought for much of the year, and then in August was battered by floods and a typhoon. In all, natural disasters caused more than US$250 million damage during the year, or the annual budget of the tiny former Soviet republic.

The August floods killed 47 people and left more than 20,000 homeless. They immediately followed Moldova's most severe drought in 70 years, which reduced the wheat harvest in south and central Moldova from an expected 3.5 million metric tonnes to less than a third. The flood damage compounded the current crisis in Moldova. General living conditions have deteriorated in the past few years due to a socio-economic collapse brought on by the dissolution of the former Soviet Union and resulting civil war.

The floods wreaked havoc with the country's infrastructure. Many schools, hospitals, cultural institutions and agricultural buildings were completely destroyed. Wells were contaminated by pollution from chemical warehouses and dead animal carcasses. Roads, bridges, electricity and telecommunications equipment were washed away. The second onslaught of rain caused several dams to burst, causing major crop damage to this largely agricultural country.

In the wake of these disasters, the Moldovan government asked DHA to launch an appeal for international assistance. DHA's Relief Coordination Branch allocated a

Photo DHA/S Piazzi

$30,000 cash grant. The Oslo Guidelines governing DHA's project on Military and Civil Defence Assets (MCDA) were activated, to ensure an integrated, DHA-coordinated response to the emergency. NATO nations and cooperation partners, and other donors, reported to DHA aid contributions worth $5,345,327.

DHA sent a staff member to Moldova to help plan and coordinate international assistance, and to assess whether other DHA operational tools such as UNDAC and On-Site Operations Coordination Centre were required. Following two shipments totalling 22 metric tonnes of relief goods airlifted from DHA's Pisa warehouse, officials reported that immediate requirements for survival items were satisfied.

The government announced plans to rebuild housing for the flood victims before the winter, and DHA's staff member and the Resident Coordinator assisted local authorities in drawing up plans to use the international contributions. DHA agreed to monitor the rebuilding and help develop Moldova's disaster response capacity. Another shipment of 12 metric tonnes of relief supplies was sent from Pisa after flooding in Ukraine in January, and DHA also contributed $20,000 to Kyrgyzstan in March after severe landslides brought on by heavy rain killed more than 100 people and left 13,000 homeless.

DHA also monitored the situation in Turkmenistan, Tajikistan and the Kurile Islands after they were shaken by earthquakes in 1994, but none of these caused critical damage and the affected regions did not require international assistance.

DHA

Federation responds to floods

When the small republic of Moldova was hit by floods in August, the Moldovan Red Cross and the Federation were the first to deliver goods to the flood-affected regions. With the assistance of ECHO and other national Red Cross societies, they were among the largest donors.

The Federation provided temporary shelter to 200 suddenly homeless families and gave bedding, clothes and other supplies to more than 6,000 people whose homes suffered damage. Working in cooperation with the Moldovan Red Cross, the Federation distributed food and supplied hospitals with medicine. It provided 2,500 families in ten districts with family parcels containing kitchen sets, first aid kits and personal hygiene products. The Moldovan Government pledged to build basic one-room houses and made payments to those affected to help with living expenses. Regional authorities are cleaning wells which supply the community with drinking water.

After an assessment, the Moldovan Red Cross defined its priorities as assisting the homeless with food, clothing, shelter, medical supplies and water purification. The Moldovan Red Cross, with Federation support, also supplied blankets, bedding and 250 new houses to the villages most affected by flooding in the Hinchessti region, where rising water destroyed nearly 500 homes.

There were obstacles to these successes. The Federation decided to purchase relief goods locally to provide support to the faltering Moldovan economy. However, the few available products were extremely expensive, and most of the purchases were therefore transported from Kiev, Ukraine. Despite difficulties caused by bad weather, distribution was almost complete by the end of 1994.

Federation

Investigating the Komi oil spill

Large oil spills make large news headlines, as Moscow found out in October when the international media flashed pictures around the world of a massive oil spill in the remote Arctic region of the Russian Federation. Estimates of the scale of the accident, which occurred in a pipeline near the oil town of Usinsk in the Komi Republic of the Russian Federation, ranged from the official Komi claim of just 14,000 metric tonnes to more than 250,000 metric tonnes estimated by pressure groups.

Fears were raised that the spill would flow down to the Barents Sea via the nearby Pechora River, contaminating the pristine Arctic Ocean and threatening the countries bordering the northern waters. The important bird breeding sites in the Pechora delta and the Atlantic salmon spawning areas in the upstream river system were also threatened.

Winter freezes oil

The only good news was that the spill occurred around October, just before the winter freeze, and most of the oil froze solid where it would remain under a blanket of snow until the thaw the following May. Russian experts were dispatched to the site by the government in an attempt to work out exactly what had happened and to identify the true scale of the accident. The Russian scientists used the full range of technology from satellite imagery to shovels and rulers to identify that as of 4 December, approximately 79,000 metric tonnes of oil remained on the ground. This figure did not include oil that had been recovered or burned off, nor that which had already escaped into the rivers before the freeze. Moscow was faced with the problem of an estimate more than five times that claimed by the regional government.

With the international community pressing for action, on 29 November the Russian Government decided to call in the UN to carry out an independent, unbiased

UNEP and DHA establish Environmental Emergencies Unit

On 1 July 1994, UNEP and DHA set up an integrated Environment Unit to improve and complement the existing international response to environmental emergencies, including industrial accidents. At present, the UNEP/DHA Environment Unit is made up of three UNEP staff members working under the umbrella of DHA's Relief Coordination Branch in Geneva. It has access to the resources and expertise of both organisations and of the UN as a whole.

The Unit acts as a broker between countries in need of rapid response to environmental disasters and the providers of expertise and specialised equipment within the donor community. It also acts as an information clearing-house and is the focal point in the UN system for environmental emergencies not covered by existing conventions and UN bodies. The Unit is seen as a modest, yet practical, development which can provide an independent, unbiased service.

DHA

assessment of the work of their experts to reassure the world that all that could be done was being done. Although many countries had offered their expertise on a bilateral basis, the Ministry of the Russian Federation for Civil Defence, Emergencies and the Elimination of the Consequences of Natural Disasters (EMERCOM), needed a review that only the UN could provide.

The new UNEP/DHA Environment Unit, established in the Relief Coordination Branch of DHA, was tasked to organise the mission for the Department. Within a week, an eight-strong team of experts from Canada, Norway, the United States and the EU, led by DHA, was in Russia.

The UN team members reviewed the work of their Russian counterparts and visited the sites of the spill in the -30° Centigrade Arctic winter. The experts concluded that the work of the Russian experts was of a high standard and that their assessments of the spill were as accurate as could reasonably be expected. As such, the UN experts agreed that the spill was at the very least 79,000 tonnes. Having identified the scale, they then had to pool their extensive experience to work out the significance to the local and international environment.

Swift action needed to minimise damage

Despite the size of the spill – more than twice that of the Exxon Valdez in simple numerical terms – the team concluded that, with basic clean-up and mitigation techniques during the winter months, the oil would probably not present a major risk of significantly polluting the Arctic seas. This assessment took into account the type of oil, the long distance to the Pechora delta and the weathering effect that would help break the oil down. However, simply waiting was not acceptable; their assessment depended on making the most of the cold weather to carry out emergency action.

The priorities recommended by the group, which coincided with extensive plans drawn up by Komi officials, included the urgent stabilisation of the pipeline to ensure no further spills, containment of the oil by building earth dykes to prevent leakage into the rivers in spring, the immediate introduction of a comprehensive monitoring programme to allow future pollution to be identified and the recovery and clean-up of the oil where possible. The stumbling block was shortage of funds. The UN could identify the problems and make recommendations, but it could not provide the funding to make it possible.

Two months after the UN mission, the World Bank and the European Bank for Reconstruction and Development made funds available to the Russian Government to allow the stabilisation and clean-up to proceed.

The UN mission was generally regarded as a success. It was the first time the Russian Government had ever called for such UN assistance and it was also the first time the UNEP/DHA Environment Unit had fielded a large group of international experts to carry out such an assessment. The mission demonstrated that, where bilateral channels are not appropriate, the UN can provide a practical, independent and unbiased back-up service to countries facing environmental emergencies.

DHA

A year of setbacks

Photo: Igor Costin USSR - International competition - WHO

Nine years after the worst nuclear accident in history, its consequences are still poorly understood. Work has only just begun to reverse the damage that can be seen and understood.

Despite the unpredictable long-term impact of the disaster, the international community displayed signs in 1994 that it was losing interest in the problems that have arisen in the aftermath of the accident at Chernobyl. With its economy dragged down by the fracturing of the Soviet Union and forced to buy energy at world prices, Ukraine once again reversed a decision to shut down the nuclear power plant, at least until other reactors had been built to compensate for the energy capacity that would be lost.

Outside donors did not renew pledges made in previous years, and new sources of funding have yielded minimal results. Assistance projects have been scaled down, while many study projects have not passed beyond the experimental stage. Despite the diminishing resources available to combat the effects of the Chernobyl disaster, problems are expected to remain for centuries.

In the early morning of Saturday 26 April 1986, two explosions blew the roof off No. 4 unit of Chernobyl's nuclear power plant and the largest ever short-term release of radioactive materials followed. Between four and five million people in the then-Soviet republics of Ukraine, Byelorussia and Russia were affected by the radiation. Later, hundreds of thousands of liquidators brought in to seal Unit 4 in a massive concrete sarcophagus were also exposed to extreme levels of radiation.

It was only in 1990, four years after the accident, that the Soviet Union asked the UN to become involved in studying and minimising the impact of the disaster. The post of UN Coordinator on International Cooperation on Chernobyl and an inter-agency task force were established. Projects costing US$648 million were outlined at a pledging conference in September 1991, but only $1 million was committed by donors to a UN Trust Fund for Chernobyl. With the money from the Trust Fund and other funds raised separately, ten UN agencies began to implement more than 30 projects in the affected regions. Four priorities were established: studying and alleviating health impacts, economic rehabilitation, socio-psychological rehabilitation and production of uncontaminated food.

In March 1993 Jan Eliasson, then Under-Secretary-General for Humanitarian Affairs, was made UN Coordinator for Chernobyl. He initiated a more programme-oriented approach to overcome the crisis in funding for UN projects, and advocated a stricter division of labour between the UN and other institutions.

Risks remain

Since 1990, bilateral arrangements, mainly between NIS countries and the EU, have funded many projects on nuclear safety. Despite the investment, however, huge problems remain.

In March 1994, a team from the IAEA found serious safety deficiencies at Chernobyl which made it particularly vulnerable to fire, despite Ukrainian claims that safety standards had been improved. The turbine room of Unit 2 was destroyed by fire in 1991 and remains idle. The sarcophagus around Unit 4 is slowly crumbling, and the two operational reactors were being run by demoralised staff in a high-radiation environment. The Ukrainian Government claimed that to shut down Chernobyl would require energy imports costing $250 million a month, a cost which Ukraine could not bear. Ukraine estimates the total cost of decommissioning Chernobyl, including building a second container around Unit 4, at up to $2 billion. The Government of Belarus, the most seriously affected republic, already spends more than ten percent of its budget on mitigating the impact of the disaster.

Any leak from the destroyed reactor could find its way to the Dnieper river system, which supplies drinking and irrigation water for 38 million people and was contaminated by air-borne Caesium 137 and Strontium 90 during the 1986 accident. More than a million people still live on highly contaminated land and absorb radiation in their food and from the air.

Health problems found

WHO has taken the lead within the UN system in studying and mitigating the long-term health impact of radiation poisoning. WHO's International Programme on the Health Effects of the Chernobyl Accident covers six projects. The thyroid project aims to screen 75,000 children for a range of thyroid diseases.

Already, preliminary results have shown incidence rates of thyroid cancer (normally extremely rare) up to 26 times higher in children from the contaminated zones than in a control group. Other important health projects being implemented by UN agencies include screening for *in utero* brain damage among children born since the accident, a blood diagnostic analysis programme being developed by the IAEA, and a retrospective analysis of radiation dosage received by people evacuated from the Chernobyl region, by those who stayed and by the liquidators.

The FAO has formed a partnership with the IAEA to reduce the radioactive contamination of milk and meat in grazing animals and to prepare guidelines for agricultural counter-measures in response to similar accidents. IAEA is also implementing a number of nuclear safety projects, including a comprehensive review of Chernobyl-type nuclear power plants, assessment of significant safety events, and the promotion of a "safety culture" in relevant organisations.

Since 1991, UNESCO has launched more than 20 Chernobyl projects. Nine socio-psychological rehabilitation centres have been built, and Ukraine now has a factory which can provide appropriate pre-fabricated housing to those resettled from the vicinity of Chernobyl. UNESCO is also building four community centers for the rehabilitation of affected children and families in collaboration with UNICEF, which also distributes iodised oil capsules and ultrasound equipment for the treatment of iodine deficiency disorders among children.

The EU has organised several nuclear safety projects in the NIS countries. Work has begun on decontaminating fallow ground, and fire protection training has been carried out at the Chernobyl plant. Possibilities for managing and disposing of nuclear waste in 90 sites around the contaminated zone have also been examined. Individual states have also made bilateral assistance arrangements with the three affected republics to study the impact of the disaster and try to ensure that it does not happen elsewhere.

In July, a meeting of the G7 industrial powers offered $200 million to Ukraine in exchange for a pledge to shut down the Chernobyl plant, on top of $120 million in immediate grants approved in June.

On 19 September, the first expanded meeting of the Quadripartite Committee for Coordination was held in Geneva. The meeting brought together for the first time the European Commission and the UN system, the two major international actors in Chernobyl assistance.

Response weakening

The Quadripartite meeting was chaired by Under-Secretary-General for Humanitarian Affairs Peter Hansen and was attended by ministers from Belarus, the Russian Federation and Ukraine, as well as representatives of donor countries. The ministers of the three affected countries described the measures being taken at the national level to eliminate consequences of the Chernobyl catastrophe, and expressed their appreciation to the international community for assistance.

However, they pointed out that international assistance to the Chernobyl problem had grown weaker, and that a lack of funding would soon halt the work of many projects. Despite pledges of continuing support by the European Commission and member states of the UN, none made offers of increased assistance.

In light of the meagre response from donors at the Quadripartite meeting, at the end of the year DHA resolved to step up efforts to raise public awareness of the continuing effect of the Chernobyl accident and the still-real hazard of the nuclear plant. Five major international conferences are planned for 1995 in the lead-up to the tenth anniversary of the disaster in April 1996.

DHA

Partners in brief

UNHCR looks back at 1994

In November 1994 the High Commissioner for Refugees, Sadako Ogata, was in New York to present UNHCR's annual report to the Third Committee of the General Assembly. Delegation after delegation paid warm tribute to UNHCR's courageous staff. Governments at the annual session of UNHCR's Executive Committee (EXCOM) in October had been equally unstinting in their praise of the work which UNHCR staff are doing around the world. Mrs Ogata added her own tribute to the brave men and women of UNHCR who take enormous risks, under dangerous, difficult, often frustrating conditions to save the lives of others, sometimes at the cost of their own, as happened in 1994 in Burundi and Bosnia.

As ethnic conflicts and resurgent violence uproot people, and political instability and economic uncertainty complicate the search for solutions, however, UNHCR's work must continue.

The situation is still very tense in Rwanda and also in Burundi, threatening fresh outflows and hampering returns. As requested by the UN General Assembly, UNHCR is organising a regional refugee conference with the OAU early in 1995, which will not only be assistance-focused but also solution-oriented. Following his appointment as Special Envoy in early 1994, Michel Moussalli undertook extensive consultations with regional governments. Mr. Moussalli having been appointed Head of Civil Affairs of UNPROFOR, the baton passed to Carrol Faubert, former UNHCR representative in Nairobi and then Humanitarian Coordinator in Somalia. As Special Envoy for the Rwanda/Burundi crisis, Mr. Faubert will coordinate and direct the operation in the five countries.

Prospects in Bosnia and Herzegovina were dashed once again by increased fighting. Although the UNHCR operation was severely affected, thanks to prepositioned goods in warehouses and the distribution of seeds in spring and autumn, people in central Bosnia were not as dependent on international assistance as in winter 1993.

Unlike Bosnia and Rwanda, Afghanistan slipped off the newspaper headlines but the plight of the besieged in Kabul is no less desperate. Together with UN colleagues, in late 1994 UNHCR managed to bring in the first convoy of food and relief goods.

Further east in the former Soviet Union, UNHCR involvement is expanding, from protection and emergency management training activities to protecting and assisting the internally displaced in the Caucasus and monitoring the human rights of returnees in Tajikistan. Given the risks of displacement, it is imperative and urgent that interested governments and organisations in the region and outside be mobilised towards a preventative strategy.

Against this background of escalating problems, the voluntary repatriation of 1.5 million Mozambican refugees from six neighbouring countries was a welcome spark of hope. Operations in central America were also declining (although Guatemala remains unsolved) and in Haiti international action to restore President Aristide brought an early solution for the refugees. In Asia, too, repatriation to Myanmar accelerated, and UNHCR plans to close the camps in Bangladesh by the end of 1995.

The Vietnamese camps in South East Asia should also be closed by 1996. Whether in the context of erupting crises or emerging solutions, the essence of UNHCR's humanitarian challenge is protecting the basic human rights and well-being of refugees, returnees and the internally displaced.

Protection is critical

Possibly the most severe protection problem in 1994 was in eastern Zaire, where the host government simply did not have the capacity to protect the refugees against threats from former Rwandan soldiers and militia. UNHCR tried to assure the safety of refugees and staff through better food delivery and security systems. This particular camp population presented a moral dilemma, but aid workers do not have the choice of withdrawal as long as the refugees – particularly the elderly, women and children – need help.

The Rwanda situation was yet another example of the threat which the proliferation of anti-personnel mines and small arms pose to security and stability. Unless the international community is willing to do something about weapons control, the task of protection will get more difficult.

Despite the progress on temporary protection and growing awareness of the plight of internally displaced, an enormous gap remains between the few who are protected by existing instruments and institutions and the vast majority who are in need of protection but do not receive it. The new Director of International Protection and his staff are trying, conceptually and practically, to bridge the "protection gap". They will draw the lessons of regional protection from the OAU Convention and the Cartagena Declaration (which marked their 25th and 10th anniversaries respectively in 1994).

As asylum becomes harder to obtain or sustain, pressure grows to find solutions in the country of origin. "Safe areas", "safety zones" and "safe havens" are being talked about, as means of promoting returns and/or protecting the internally displaced in conflict-ridden countries. The Division of International Protection will examine these concepts and develop a UNHCR position in conformity with its mandate.

The ultimate objective of protection is to find solutions. The success of solutions depends not on how fast UNHCR can repatriate people and close camps, but how safely and effectively they can be reintegrated at home. UNHCR therefore places importance on its presence and assistance in the Rakhine state of Myanmar.

Solutions to refugee problems also depend not only on improving human rights but on promoting economic security. The UNDP/UNHCR Working Group met for the first time in late 1994 to see how reintegration assistance can best be dovetailed into UNDP's longer-term development activities, focusing first on Cambodia, to be followed by Mozambique and the Horn of Africa. The idea is to work on concrete collaboration rather than an abstract Memorandum Of Understanding on cooperation. UNHCR's efforts with the World Bank and the African Development Bank too appear to be paying dividends with grants for Mozambique and Rwanda in 1994.

UNHCR also received a grant from IFAD for rehabilitation of environmental damage by refugees in Tanzania. The environmental and socio-economic costs of hosting refugees featured prominently in the EXCOM debate in 1994. It is a growing area of concern in the future. In line with the EXCOM decision, UNHCR is examining how to implement its environmental guidelines at the country-level and develop a resource mobilisation strategy.

UNHCR

Issues in focus

Military and civil defence assets programme breaks new ground

Since its inception, DHA has been working to strengthen international cooperation in emergencies. In 1994, one of the major elements of that work began to bear fruit.

Designing and implementing a system of international cooperation to include the capabilities of Military and Civil Defence Assets (MCDA) in disaster relief was one of the provisions included in General Assembly resolution 46/182, with the objective of increasing the overall effectiveness of humanitarian operations. This job was made necessary by the current "humanitarian gap" between disaster needs and resources available to meet those needs. When a major disaster strikes, causing severe widespread damage, national and traditional foreign relief organisations can be overwhelmed.

Military and civil defence units have specialised skills and equipment which can be crucial in many types of disasters, including nuclear and industrial accidents. The MCDA project is one of the ways in which DHA is helping in the mobilisation and coordination of international relief assistance in the aftermath of major disasters and other emergencies.

In January 1994, the draft Guidelines on the Use of Military and Civil Defence Assets in Disaster Relief were presented to some 180 delegates from 45 countries and 23 organisations at a high-level international conference in Oslo. The delegates were supportive of the proposals, and by May, the Guidelines had been finalised and published.

The Oslo Guidelines are based on the principles of international humanitarian assistance outlined in General Assembly resolution 46/182, including transparency, consent, neutrality and impartiality. They outline the tasks of disaster-prone states in planning for emergency management strategies, as well as of countries which may contribute or transport military and civil defence assistance.

To avoid delay in an emergency situation, the Guidelines stress the importance of planning and preparedness, including drawing up stand-by agreements for the use of MCDA in international relief efforts. In the absence of specific bilateral treaties, the Guidelines propose that, if required, MCDA personnel, mobilised by DHA, be granted "UN expert on mission status" according to established conventions. Like all international relief activities, those carried out by foreign MCDA units should be provided at the request of, or with the consent of, the receiving state.

Testing coordination

Coordination is critical at all levels of relief efforts, and this applies to MCDA as much as to civilian operations. The Oslo Guidelines focus on the special need for efficient coordination to cope with the chaotic environment of the disaster site, including the development of standing operating procedures and coordination systems.

It was partly to test the current systems of coordination at the local, national, regional and international levels that two MCDA exercises were carried out in the Russian Federation in 1994.

Services which MCDA units can provide in disaster relief operations

- Satellite imagery of affected regions;
- Air, land and sea surveys to assess the extent of casualties and damage;
- Reconnaissance in the disaster zone and of the routes within and leading towards it;
- Organised and mobile manpower which can assist in search, rescue, evacuation, management support, coordination and provision of relief services;
- Engineering and logistics staff;
- Communications facilities and expertise;
- Medical support to civilian services;
- Helicopters and aircraft for airlift/airdrop missions;
- Establishment and maintainance of water purification and feeding facilities;
- Response to nuclear, biological and chemical contamination and environmental emergencies;
- Explosive ordnance disposal, removal and deactivation (eg. mine clearance).

DHA

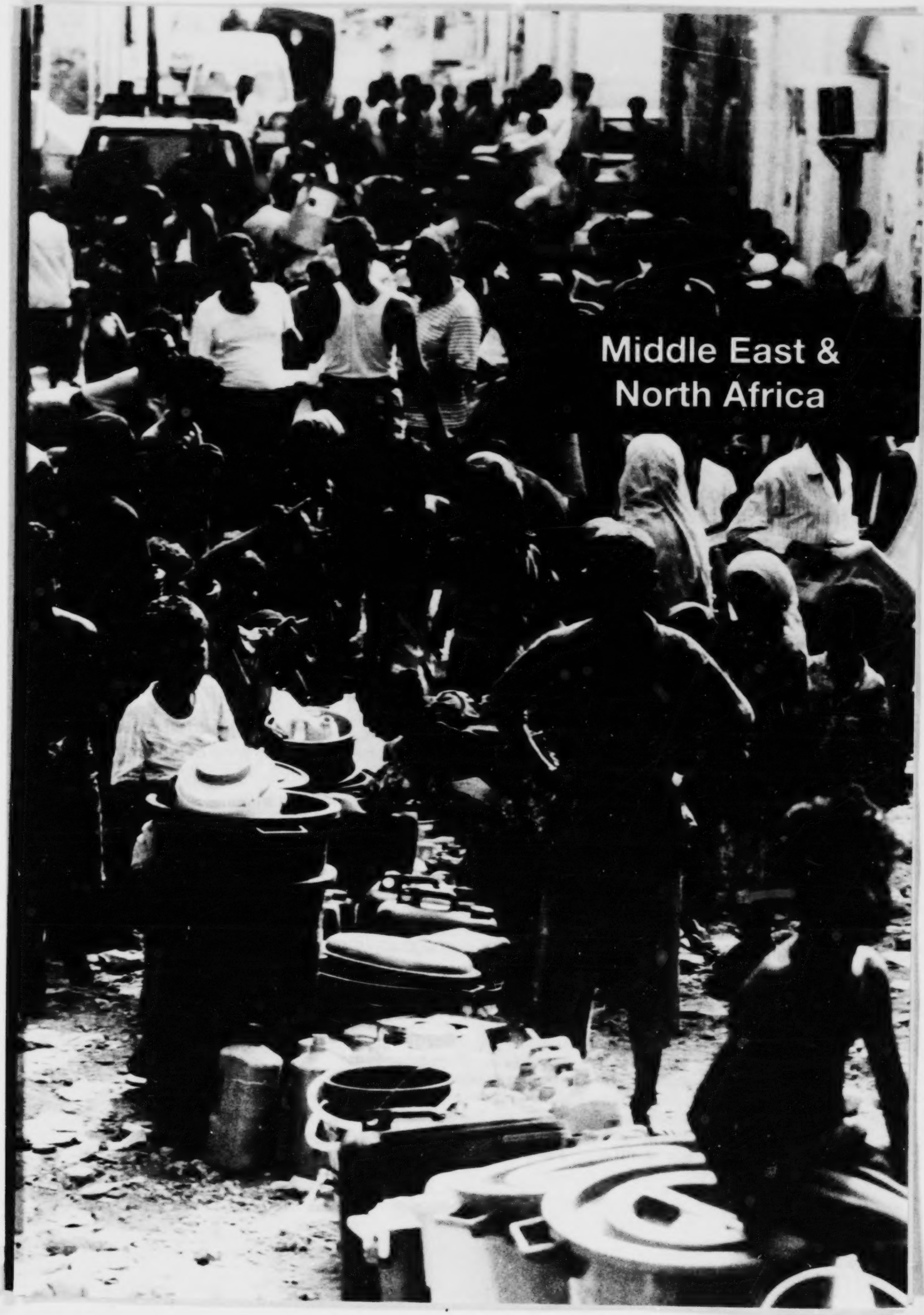
Both were hosted by EMERCOM. The first, a simulated chemical accident, was held at the Astrakhan Gas Production Plant on the Black Sea, in September. The exercise included evacuation of a gas plant and a nearby village, "extinguishing" a "chemical fire", emergency repair of leaking gas pipes and plugging a gas bore hole as well as "rescuing" workers trapped in a dangerous environment.

The second 1994 MCDA exercise was the simulation of a nuclear accident at the Kalininskaya nuclear power plant. The exercise, which took place over three days, was designed to test the Russian system for disaster management in dealing with large-scale nuclear accidents and the lines of international communication for notification and warning. It involved a command post in Moscow and international agencies such as the IAEA, the EU and NATO. In Geneva, DHA established an operations team to receive and evaluate information and issue reports to participating states and organisations.

Planning ahead

All participants agreed that the exercise was valuable and that it was useful preparation for a major international field exercise at a nuclear power plant on the Kola peninsula, to be conducted in summer 1995. An international working group has been formed within the MCDA project to plan the Kola exercise.

DHA



Middle East & North Africa

Introduction

North Africa and the Middle East constitute a vulnerable part of the world. Earthquakes are common and floods, when they come, can have a Biblical resonance. Apart from natural hazards, the region is home to some of the longest-lasting refugee settlements. Humanitarian activity in this part of the world encompasses rehabilitation and social rebuilding as well as mitigation planning and relief of natural disasters.

The 1994 UN appeal for Iraq was barely one-third covered. Because most funds donated were earmarked for the north, even basic humanitarian needs in central and southern Iraq remained unmet. And yet there were successes, in setting up demining studies and in the continued supply of assistance to northern Iraq.

Yemen erupted into armed conflict in May. Although the fighting ended in July, rebuilding the destroyed infrastructure will take years, and the presence of land mines continues to threaten civilians. Water, electricity, food distribution, health services, sanitation and education were all disrupted by the two-month conflict.

In the political arena, the promise of peace gave rise to both hopes and disappointments. Meanwhile, UN peacekeeping operations continued in a number of countries in the region.

Earthquakes and floods caused major damage in Iran, Egypt and Algeria, though fortunately the year's death toll from natural disasters was relatively low. No doubt lessons will be learned and capacities to withstand and respond to natural hazards will be strengthened.

Situation in Iraq "precarious"

Photo: DHA/G. Putman-Cramer

Despite four consecutive years of humanitarian assistance provided by the international community to the country, the living conditions of the population as a whole continued to deteriorate. Some 1.3 million people – seven per cent of the population – remained dependent on some form of humanitarian aid. Moreover, Iraq continued to host an estimated refugee population of 121,000 people, mostly Kurds of Iranian and Turkish origin, Iranians of Persian and Arab origin, Palestinians and Eritreans, all in need of varying degrees of external relief.

Between December 1993 and December 1994, the Iraqi Dinar continued to depreciate, causing hyper-inflation. Food commodities in the central and southern governorates increased by a staggering 616 percent, putting food far beyond the reach of low and middle-class households. A 1994 UNICEF study indicated that this, combined with other factors such as the reduction in October 1994 in the Iraqi Government food entitlement programme, would render 3.6 million people "nutritionally vulnerable". Some 2.5 million of these would be children and pregnant and lactating women. In the three northern governorates, a household survey confirmed a dramatic deterioration in the social and economic sectors and an increasing trend of destitute and vulnerable people in urban areas who could hardly afford to purchase food and other essential items.

In health, 1994 saw a resurgence of vaccine-preventable diseases, due to the continuing acute shortage of vaccines. This was compounded by the fact that the local pharmaceutical industry stopped producing vaccines, along with antibiotics and life-saving drugs. Most maternity hospitals continued to suffer from the lack of basic equipment and medicines. Mothers suffering from severe anaemia, hypertension or diabetes had no proper ante-natal care or safe delivery conditions.

The quality of water available remained poor and frequently contaminated, because the state of water and sanitation services was critical. The deterioration of environmental sanitation and the low quality of water facilitated the explosion of parasitic infections in 1994 and increased the occurrence of water-borne diseases.

The educational sector also

continued to experience an acute shortage of basic materials and the majority of schools remained in physical need of repair and maintenance work. As a result, there was an increase in the school drop-out rate to an estimated 17 percent. The problems of school-age children were exacerbated by the proliferation of land mines, particularly in the northern governorates. Children are particularly exposed because they play in mine-affected areas. Mine awareness materials were distributed by NGOs in primary schools in some of the affected areas, but much remains to be done.

The supply of electricity in rural and urban areas also continued to be critical. Severe shortages prompted significant movement of people, placing greater strain on the humanitarian programme. To alleviate this, a number of power generators were purchased and installed in some hospitals, social institutions and water stations. The lack of an assured energy supply also limited urban growth, employment opportunities and the creation of small industries.

Housing needs continued to be great. In the north alone, an estimated 75,000 units are still needed. There are currently thousands of returnees and displaced people occupying former factories, unfinished buildings and abandoned army barracks, unfit for all but emergency human shelter.

Positive results

Despite the vast problems, however, some positive results were obtained in various sectors covered by the UN Inter-Agency Humanitarian Programme in Iraq, which was established in April 1991 and is coordinated by DHA. There was a move towards self-sufficiency in some sectors, and to reducing the amount and cost of relief rehabilitation assistance.

The impact of external assistance provided under the umbrella of the Humanitarian Programme is crucial to the basic survival of the most vulnerable groups of the population of Iraq. In the closing months of 1994, however, a lack of funding and the deteriorating security situation in the north severely affected winter relief and rehabilitation activities. It is clear that the support of the international donor community continues to be urgently required for the implementation of priority activities set forth in the appeal for 1995-6.

DHA

Inter-Agency Humanitarian Programme in Iraq

During 1994, the United Nations Inter-Agency Humanitarian Programme continued to provide humanitarian assistance to vulnerable population groups throughout Iraq. Projects implemented by UN agencies/programmes and humanitarian NGOs covered all the priority sectors included in the April 1994 appeal, with particular emphasis on food, health, water and sanitation, agriculture, shelter, rural integration and education.

Between 1 April and 31 December 1994, response to the appeal was inadequate with approximately 35 percent of overall programme requirements (US$288.5 million) covered mainly from carry-over funds from previous phases, donations in-kind, voluntary contributions and matching funds deposited in the UN Escrow Account.

The lack of adequate funding affected all sectors covered by the Programme. In terms of food assistance, the bulk of donations was earmarked for the three northern governorates of Erbil, Dohuk and Suleimaniyah. According to WFP reports, approximately 70 percent of food requirements were met in the north and 40 percent only in the centre and south. As a result of the lack of resources, a substantial amount of the food destined for the centre and south was covered by counterpart matching funds from the UN Escrow Account.

Health conditions continued to deteriorate due to shortages of essential drugs and medical supplies. The situation was further aggravated by the inadequate supply of potable water and poor sanitation facilities, as essential equipment and spare parts were lacking to rehabilitate the water, sewage and electricity supply systems.

These concerns were conveyed during an informal consultation meeting held in Geneva on 11 October 1994, and attended by donor, UN agency/programme and NGO/IGO representatives. The purpose of the meeting was to review the implementation of the Programme under the current phase, to discuss planned activities for the period October 1994 - March 1995, as well as to call upon the international donor community to support the efforts of UN agencies/programmes and humanitarian NGOs to help all those in need, in particular during the winter season.

In respect of security, from early December 1994, armed conflicts were reported in the northern governorates of Erbil and Suleimaniyah, between members of the two major political parties, resulting in restrictions imposed on movements of humanitarian aid workers and relief commodities.

By the end of December 1994, and due to funding difficulties, the strength of the UN Guards Contingent in Iraq had been reduced to approximately 100 guards, the majority deployed in the north governorates for the protection of humanitarian personnel.

Coordination of humanitarian assistance in the field continued to be provided through the Inter-Agency Relief Coordination Unit in Baghdad and its sub-offices in the northern governorates. Moreover, DHA support for truck convoys transporting humanitarian assistance into Iraq was provided by the DHA Convoy Coordination Unit in Silopi, southern Turkey. Food items (wheat grain and wheat flour, edible oil, sugar and pulses) represented the largest component, provided by WFP and bilaterally. Other major commodities transported in the convoys included water and sanitation equipment, shelter materials, medical supplies, educational materials, agricultural inputs and fuel.

DHA

Conflict devastates fragile country

Photo: DHA/R. Souria

A two-month armed conflict in 1994 in the Republic of Yemen had devastating consequences on a country whose economy was already precarious. With a per capita GNP of US$520 per year, it had been classified as a Least Developed Country with adult literacy estimated at 39 percent and under five mortality at 177 per 1,000 live births, third highest in the Arab region. Diarrhoeal diseases, acute respiratory infections, perinatal complications and immune-preventable diseases are the leading killers, particularly among children. Malaria is endemic.

The armed conflict aggravated the underlying causes of mortality and morbidity among children and women and increased the incidence of diarrhoea and undernourishment. Some 375,000 people, more than half of them children, suffered temporary displacement, lack of food, soaring prices for basic commodities and limited water supplies. Medical dispensaries, schools and public buildings were looted and damaged, and water and sanitation services ceased to function in conflict-affected areas.

Government capacity reduced

The already weak national infrastructure was severely damaged, thus further reducing the capacity of the government to respond to the needs of its citizens. Health services, which were already inadequate before the conflict, ceased to be available in most parts of the affected area.

Household food security was disrupted among vulnerable population groups. Neglect of crops and soaring food prices affected the poorest people most severely. Children had limbs amputated by land mines which continued to threaten the lives of civilians in the south and hamper efforts to restore water and electricity supply to

Aden and Abyan.

At the request of the government, DHA led a UN inter-agency mission from 21 to 30 July with representatives from UNDP, WHO, UNICEF, FAO and WFP. The team carried out field assessments to ascertain the situation in Aden, Lahej, Abyan, Hadramaut, Shabwa and Taiz governorates. The mission met with high level officials in all governorates and received the full cooperation of the Government, the UNDP Office in Sana'a as well as NGOs concerned. DHA arranged an emergency relief flight from its Pisa Warehouse on 30 July. Upon arrival in Sana'a relief items were immediately trucked to Aden.

A UN consolidated inter-agency appeal for $21,750 million was launched in August to cover food, water and sanitation requirements, immunization programmes, treatment of diarrhoeal diseases, educational activities, and a DHA demining project through February 1995.

DHA

Peacekeeping in a changing context

Just as preventive diplomacy and conflict resolution, familiar responsibilities of the United Nations, have taken on new dimensions, so the term peacekeeping now stretches across a heretofore unimagined range of UN activities and responsibilities.

Peacekeeping is a UN invention. The concept, however, is not a static one, but is ever changing; in order to succeed and to reflect the changing needs of the community of states, peacekeeping has to be reinvented every day. Each case in which UN peacekeepers are involved draws upon the fund of experience, imagination and professionalism of the Organisation. It is not an exaggeration to state that today there are as many types of peacekeeping operations as there are types of conflicts.

The task of peacekeeping, like that of peacemaking, is subject to an essential constraint: for peacekeeping to succeed, the parties to a conflict must have the necessary political will. Peacekeeping, even more than peacemaking, requires the adherence of the conflicting parties to the principle of peaceful resolutions of conflicts, in other words to the Charter itself.

Boutros Boutros-Ghali

Political commitment must be matched by concrete support

In November, Secretary-General Boutros Boutros-Ghali urged the international community to close what he called "the dangerous gap" between what it had promised the Palestinians and what had so far been delivered. "The international community has pledged some US$670 million for 1994. Yet with 11 months of the year already gone, less than $200 million has actually reached the occupied territories" he said. This appeal was part of a message read on Dr. Boutros-Ghali's behalf to an annual UN meeting marking the International Day of Solidarity with the Palestinian people.

Alluding to the start of Palestinian autonomy in the Gaza strip and Jericho, to be extended to the rest of the Israeli-occupied West Bank, Dr. Boutros-Ghali said that, in a post-conflict situation, the infusion of economic resources is essential if a true and lasting peace is to be secured: "The commitment of the international community to the peace process in the region was and remains crucial to its success. But that political commitment must now be matched by immediate concrete support to the Palestinian people as they begin the task of rebuilding their society"

Reuters

Mandates renewed

In July, the Security Council renewed the mandate of the 5,244-member UN Peacekeeping Force in Southern Lebanon for another six months, until 31 January 1995. The vote in the 15-member council was 14 in favour, with one against and no abstentions. The UN Interim Force in Lebanon (UNIFIL) comprises troops from Fiji, Finland, France, Ghana, Ireland, Italy, Nepal, Norway and Poland. It was set up to monitor the withdrawal of Israeli forces after the 1978 invasion of southern Lebanon and to help restore the Lebanese Government's authority over the area.

In November, the renewal, until May 31, of the 1,040-member UN Disengagement Observer Force (UNDOF) which serves as a buffer between the Syrian and Israeli armies on the Golan heights, was unanimoulsy approved by the Security Council. The force, comprising troops from Austria, Canada and Poland, was deployed in 1974 to monitor a ceasefire and troop disengagement agreement. The Golan Heights, which Israel captured from Syria during the 1973 Middle East war, is the central issue in efforts to reach a peace accord between those two countries.

Reuters

Freak storms and rivers of flame

In 1994, events in North Africa and the Middle East once again showed the virtues of proper planning to contain natural hazards. One tremor in Algeria and several in Iran underlined the unpredictability of natural hazards in one of the most earthquake-prone regions of the world.

Floods also swept across Iran three times during the year, causing more damage than any of the quakes. In Egypt, floods became a catastrophe in December when fuel tanks ruptured and floodwaters carried burning fuel through a town.

Iran and Algeria struck by tremors and floods

The first major quake to hit Iran in 1994 occurred on 23 February. Although the tremor measured 6.6 on the Richter scale, only six people were reported killed because the epicentre was located in a thinly-populated region of southeast Iran.

A 5.5 Richter earthquake struck Firouzabad on 31 March, and a 6.1 Richter tremor flattened 12 villages and killed three people in the same region in June. Only a week later, a 5.4 Richter earthquake struck Bandar Abbas, near the mouth of the Gulf. Although all the quakes were powerful enough to cause massive damage, they fortunately occurred during daylight hours and had their epicentres in unpopulated areas, limiting their impact. Floods in July, however, took a higher toll, killing 24 people.

WFP supports development

As the Gaza Strip and Jericho slipped further into poverty in 1994, the WFP continued to provide food aid to the most destitute in Gaza and the West Bank. Palestinians witnessed a drastic reduction in the number of people allowed to work in Israel. Before the "Intifida", more than 80,000 Palestinians from the Territories were working in Israel; but that figure plummeted to 5,100, leaving families without any source of income and living in desperate condition, no longer able to buy the basic daily food they needed.

The much-expected major improvements in the socio-economic conditions of the Palestinians and the massive influx of foreign aid expected after the signing of the Peace Accords between Israel and the PLO did not materialise.

WFP was already established both in Gaza and the West Bank to coordinate relief efforts. It was the first UN organisation to provide tangible development support for Palestinians in the West Bank and Gaza Strip after the signing of the Peace Accords in the region. Between April 1994 and the end of the year, WFP provided aid worth $1.7 million.

WFP

Natural disasters in the Middle East and North Africa which prompted an international response

February		
	Iran	Earthquake
March		
	Iran	Earthquake
May		
	Afghanistan	Earthquake
June		
	Iran	Earthquake
July		
	Pakistan	Torrential Rains/Floods
	Iran	Floods
August		
	Algeria	Earthquake
October		
	Iran	Floods
November		
	India	Cyclone/Floods
	Algeria	Floods
	Egypt	Floods/Fire
	Iran	Floods

DHA

For the fourth time in 30 years, Algeria's Mascara district was struck on 18 August by a severe earthquake. In the latest disaster, 171 people died and 12,500 were made homeless, as many vulnerable buildings collapsed.

Only two months later, western Algeria was inundated by floodwaters. Again the Algerian authorities responded quickly, but 30,000 people were left without shelter, and eight Sahraoui refugees in the El Ayoun camp died when the camp was flooded. A UN inter-agency mission went to the area to help the local authorities and to assess needs.

In cooperation with the Algerian Defence Ministry, DHA organised three relief flights into the region with tents, blankets and other supplies that would be needed in the harsh Sahara winter. DHA also released an emergency cash grant of US$30,000.

Flooding hit Iran in October as well, killing three people and damaging more than 7,000 houses across three districts. When the rains returned in late November, and continued for two weeks, the damage was much more widespread and severe.

By the time the waters began to recede, 26 cities and 754 villages had been severely affected by the floods. Crops and animals suffered greatly. In several places the floodwaters set new records. Because the waters rose slowly, few people lost their lives, but more than 50,000 families were forced from their homes, often without any belongings.

Local relief officials soon exhausted their supplies and appealed for international assistance as the temperature across Iran fell well below freezing. DHA released an emergency cash grant of $30,000 and a Disaster Management Team was sent to the area.

River of flame rushes through town

In stark contrast to the Iranian floods, the disaster which occurred at Durunka in southern Egypt was sudden and unexpected. Floodwaters from a freak storm smashed through a railway embankment and the water combined with burning fuel from a broken tank as it swept into the town. The river of flame set buildings alight and killed 500 people, leaving a black scar through Durunka. Floods elsewhere in Egypt killed another 100 people and destroyed 11,000 homes.

A UN team which visited the devastated area made an on-site assessment. DHA released an emergency cash grant of $30,000 and air-lifted 38 metric tonnes of blankets, plastic sheeting and household utensils in three flights of relief goods from its Pisa warehouse.

In the wake of the Durunka disaster, the Egyptian Government announced a review of the siting of fuel depots.

DHA

Earthquake lessons: preventative measures necessary

On 18 August 1994 an earthquake struck Mascara, about 350 kilometres south-east of Algiers. It was the largest earthquake to have occurred in the region in the twentieth century. The main shock came without any warning. It lasted about 12 seconds, causing the deaths of at least 171 people, injuring 654, and making 12,500 people homeless. The shock was felt as far away as Oran, 75 kilometres north-west of the epicentre, where it caused cracks in buildings and panic among the people. Aftershocks continued for ten days, causing further damage. Falling rocks blocked roads and made relief operations difficult or impossible. For many of the sparsely distributed villages in this largely agricultural region, relief operations could only be carried out by army helicopters.

The government's post-earthquake rescue and recovery response was rapid and massive. It could have been even better if disaster preparations and planning had been undertaken before the earthquake. Since no disaster mitigation plans were in place for this kind of emergency, actions tended to be *ad hoc*.

A crisis commission was established in Hacine to take a census of all the families affected, to provide the population with shelter, drinking water, food and basic necessities, to provide health services, and to restore normal life in the region. Sufficient food supplies, tents, and blankets were received but could not be distributed quickly enough to meet immediate needs. Some people in remote villages did not receive any help for three or four days after the disaster.

The earthquake had significant socio-economic and psychological impacts on the region, but help was forthcoming. Thousands of citizens answered an emergency appeal for blood donors from the Red Crescent. Several earthquake victims' camps were set up by the Algerian Red Crescent and the army. People will stay there until temporary prefabricated homes are completed and transported to the zone.

An important aspect of research in historical seismicity is to identify and review the history of large earthquakes and to estimate the rate at which they have occurred. The Mascara region had experienced several damaging earthquakes, notably in 1819, 1851, and 1887. Therefore, the 1994 earthquake was not totally unexpected.

Defects in the design and construction of buildings were more responsible for the damage than the severity of the ground motion. The overwhelming cause of death and destruction was the poor quality of unreinforced, untied rock masonry, adobe and mud-straw dwellings that are highly vulnerable to seismic forces and do not withstand rainfall well. Most of the buildings in the region had deteriorated over time and as a result of past earthquakes, rain, neglect and lack of repairs. Many people died because roofs and walls collapsed on them while they were sleeping.

Local structures should be designed to resist seismic loads if the chances of collapse are to be reduced. The government, earthquake engineers, and the disaster mitigation planning community should take practical preventative steps in active seismic zones. These include simple and cheap disaster mitigation measures, not only the search for high technology applications.

In Algeria even modern, relatively well-built structures showed little extra resistance during earthquakes in 1985 and 1989. The introduction of new construction materials and procedures in the absence of an adequate seismic building code and implementation of its regulations may only produce new types of vulnerable structures that may be easily damaged if disaster strikes again.

Civil Engineering Institute, Algiers

Floods devastate community

The Tindouf area in Western Algeria witnessed extensive floods following unprecedented rains which fell on 30 and 31 October. Both the local population and the Sahraoui refugees living in the region were greatly affected by the disaster. Up to 30,000 people were left without shelter and eight people died in the camp of El Ayoun, located 12 km from Tindouf, where destruction was most impressive.

On 1 November, a national holiday in Algeria, further reports about the damage indicated that, even if there was no immediate threat for life, the magnitude of the destruction was becoming problematic.

Taking immediate action to assist the victims, the Algerian authorities distributed tents and dispatched army trucks to camp sites in order to evacuate the refugees and move them to safer higher ground. The UN decided to field an inter-agency mission to help the local authorities.

On 4 November, the UNHCR representative in Algiers, accompanied by a WFP programme officer, left for Tindouf, where he was joined by a DHA delegate and by a representative of the Algerian Red Crescent on 6 November. Over four days the mission visited the camps of El Ayoun, Dakhla, Smara and Awsar, to evaluate the damage and assess relief requirements.

Camps flooded; infrastructure damaged

A great number of community structures had been devastated. Roofs had collapsed and walls had cracked. In El Ayoun camp, 90 percent of the shelters were destroyed. Many of the tents were washed away along with the very few belongings kept inside, as well as the small earth and sand brick houses, built next to the tents for cooking and shelter purposes.

Public infrastructures such as schools, clinics, dispensaries and food warehouses were badly damaged. Water wells were filled with mud and sand, so one of the immediate priorities was to provide the victims with shelter and drinking water. Another concern was the provision of blankets, especially in view of the upcoming harsh Sahara winter.

Three relief flights were organised by UNHCR and DHA, with the logistical support of the Algerian Defence Ministry, in the framework of the MCDA Oslo Guidelines. Tents, blankets, and other relief items were distributed.

Thanks to the assistance provided by Algerian authorities, the manner in which local rescue teams organised themselves and the arrival of relief assistance, the extent of damage was limited. However, the emergency relief phase, expected to last four weeks, would have to be followed by a phase of "normalisation" to allow the camp population to return to normal life within three months.

DHA

Partners in brief

A lifelong crusade for children in silent and loud emergencies

Modern wars have taken a terrible toll among children; in recent conflicts, children seem to have become targets of choice, in violation of the most basic norms of law and human decency,"

James P. Grant, Executive Director of UNICEF, the man who, for the last fifteen years symbolised everything that UNICEF stood for, until his death on 28 January 1995, made his last appeal for the world's children.

James Grant constantly called the world's attention to the "silent" emergency of the 13 million children who die each year of easily preventable diseases and malnutrition. Silent emergencies, which quietly take a far greater toll than the "louder" ones caused by armed conflicts and famine ... How many of the conflicts and emergencies today could have been averted if human needs – including political and social rights – had been addressed more seriously and conscientiously years before? asked Grant. By the same token, to what extent was the effect of the silent emergency amplified by the added burden of the loud emergency, especially when one thinks of the toll taken on children by situations of armed conflict?

On assuming the leadership of UNICEF, James Grant inherited the most entangled horror in the story of postwar international relief: the crisis in Kampuchea. UNICEF became lead agency for Kampuchean relief during this critical period of Cambodian history.

Corridors of peace

James Grant used his gifts of indefatigability, his deft political footwork and his skills of persuasion to build the first conflict-free zone for children. It was a time-zone, not a geographical space, and was established in El Salvador in 1984, where a conflict had raged for several years between the government and the rebel movement. A three-day ceasefire allowed a joint immunisation campaign to take place with government, guerrilla, church, and private vehicles carrying refrigerated vaccines for all the country's unimmunised under-one-year olds. Days of tranquillity for children were observed annually for the rest of the war.

This action gave rise to similar Corridors of Peace and Zones of Tranquillity in various parts of Africa and the Middle East, where large numbers of children were caught in the crossfire.

The immunisation effort in Lebanon, like El Salvador's, was dependent on sensitive negotiations with a variety of partners and the tight timing of vaccine, syringe, and cold chain equipment air shipments from UNICEF's emergency supply center in Copenhagen. Three vaccination rounds of four days each in 1987, not only held but saw the warring factions bend themselves to the effort of getting children and mothers to the immunisation stations.

James Grant often recalled that the Chinese word for crisis combined the meanings "danger" and "opportunity". Such was the situation in Sudan in early 1989. The Civil War in the south had been raging for more than five years, with an appalling loss of civilian lives, together with the displacement of at least two million people. In 1988, war, famine, and floods had combined to spread human misery to all parts of the country.

In April 1989, in his capacity as Personal Representative of the Secretary-General, James Grant negotiated the programme known as "Operation Lifeline Sudan" (OLS), bringing together an alliance of UN agencies, donors and NGOs, with the agreement of both the government and the Sudan People's Liberation Movement. Several key principles guided the innovative work, including the right of civilians to humanitarian relief, the non-violability of relief and staff, and the designation of corridors and periods of tranquillity. OLS carried the principle of humanitarian intervention a long step forward from El Salvador and Lebanon. The precedent it set would soon pave the way for similar supply corridors in Ethiopia and Angola.

"We must build on the experiences of countries like El Salvador and Sudan, where Days of Tranquillity and Corridors of Peace silenced the guns for specific periods and in specific areas to get assistance to children and civilians; and we must find better ways to help children who have been orphaned, uprooted, maimed or emotionally traumatised by war. Here again, morality must play catch-up with our growing capacity to provide assistance and relief," said James Grant, in his statement to the Vienna World Conference on Human Rights in June 1993.

A Week of Tranquillity for the children of former Yugoslavia, organised in the Autumn of 1992 to prepare children for the approaching winter, did not have the same success. The aim of the week was to de-escalate hostilities so that supplies could reach threatened children in conflict zones through agreed corridors of peace.

Speaking to journalists in Belgrade, Mr. Grant declared, "The sceptics, of course, are wary as to whether a period of tranquillity will work, but we have seen it work in countries such as Lebanon and El Salvador. It may not lead to permanent peace, but if you have hundreds of thousands of children "winterised" – they've got warm clothing and they're vaccinated – they will stand far better chances of surviving the conflict".

James Grant visited northern Iraq in September 1992 to assess the plight of the Kurdish population who were about to face another winter in the mountainous region that borders Turkey and Iran. He visited the tiny village of Asehy, which was being rebuilt for the fourth time in as many decades, as it was victim of a campaign to urbanise the mountain farmers and shepherds who were suspected of sympathising with Kurdish guerilla fighters. During his tour, he noted that there were no children in Asehy. When he asked why, the village elders replied, "We have no school, no clinic, no water supply and no way to heat our homes in winter. Why would we keep our children here? They are in the city with their relatives."

Upon returning from his trip, a winter programme was launched which brought millions of litres of kerosene, school supplies, essential medicines, and water supply systems to destitute villages like Asehy. This programme continued in 1994/1995, allowing many children to remain in their villages with their families. Gaining agreement from the Iraqi authorities to provide this aid to the Kurds involved protracted and delicate international negotiations, in which Mr. Grant played a central role. UNICEF has been the lead UN agency in northern Iraq for the critical period following the Gulf war.

The Rwanda experience

The events in Rwanda in 1994 represented one of the worst tragedies in recent history. In this war, 300,000 children were massacred and, in August 1994, it was calculated that more than 114,000 children had been separated from their parents. Out of the squalor of the Rwandan refugee camps in neighbouring Zaire and Tanzania, thousands of children were collected from the roadside and placed in centres where their basic needs were met by UNICEF and NGO partners. Registration and tracing of family members was begun, together with the ICRC and Save the Children, followed by an intensive programme of family reunification. In the meantime and in order to avoid institutionalisation of unaccompanied children, UNICEF, together with its partners, sought to place children in foster families. Children have been exposed to atrocities to a degree never seen before and a UNICEF Trauma Recovery Programme was established to address the psychosocial needs of children and their families.

In September 1994, following successful discussions between James Grant and local authorities, the ex-Rwandan army released 467 children who had been working for them throughout the war. They were transferred from a military camp near Bukavu, Zaire, to a children's centre. They threw away their military fatigues and cheered on receiving children's clothes.

James Grant's crusade against land mines planted in areas of conflict was undertaken with his usual fervour and total dedication. At the 1992 session of the Commission on Human Rights, he declared, "Given the cruel and inhumane intention of these weapons and their growing cost in human and economic terms – and the increasing toll they are taking among children – I would like to add my voice to that of the ICRC and urge the international community to go one critical step further and adopt a total ban on the production, use, stockpiling, sale and export of anti-personnel land mines".

Carrying on Grant's work

UNICEF will continue to give emergencies the highest priority. In 1994, its capacity has been overstretched by the simultaneous demands of several complex emergencies: 1,278 staff were engaged in emergency operations in 49 different locations and emergency expenditure, totalling US$214 million, constituted 27 percent of total programme expenditure.

Finally, UNICEF has a dual mandate to meet children's needs in both developmental and humanitarian situations. For this reason, it incorporates reducing vulnerability to crises and increasing capacity to cope with crises in its development programmes in emergency-prone countries, and emphasises rehabilitation and development aspects in emergency programmes as soon as survival has been assured.

UNICEF's strengths in relation to emergency response derive from its long-term role and the fact that it has more than 7,000 staff members serving in 228 locations in 115 countries, with experienced national staff and ongoing programmes in key emergency areas, such as primary health care, nutrition and water supply.

These all contribute to giving UNICEF a strong foundation to help strengthen local services and other coping systems to meet emergency needs. Ultimately, this approach facilitates the transition to post-emergency rehabilitation and development. UNICEF will continue to respond to the "loud" emergency needs of children, as well as the "silent" long-term needs, while ensuring that a balance is maintained between the two. James Grant's spirit will continue to underlie UNICEF's work, as it strives to alleviate children's plight all over the world, in both silent and loud emergencies.

UNICEF

Painting false pictures: the media, disaster relief and images of the developing world

Issues in focus

Much of the public throughout the industrialised world shares an image of developing countries that is incomplete and inaccurate. The efforts of the media to alert the public and report the news accurately and promptly, and of relief organisations to motivate public and governmental support and save human lives, inadvertently contribute to this image. Because western audiences often lack knowledge of developing countries, reports of exceptional events, such as famines or floods, may foster misimpressions of the developing world.

The media compete for viewers, listeners and readers, and aid organisations vie for members and contributors in markets that are increasingly competitive and rapidly changing. Both media and relief organisations command limited resources with which to respond to more frequent and complex disasters around the world. There is consequently a need to identify practical, specific strategies for both the media and relief organisations to improve the accuracy, timeliness, quality and cost-effectiveness of the information they disseminate about developing countries.

The suggestions that follow are the product of serious deliberation and reflect the frank and energetic dialogue which took place during two round-tables organised by the Annenberg Washington Program.

Misconceptions and misunderstanding

A 1994 World Vision UK public opinion survey showed that "the public has a grossly distorted view of the Third World". Fewer than half of all respondents knew that loan repayments from developing countries exceed the aid they receive. These prevalent but inaccurate perceptions add up, as Peter Adamson, author of UNICEF's annual *State of the world's children* report has argued, to "an impression that the developing world is exclusively a theatre of tragedy in which poverty and human misery figure prominently in almost every scene ...This misconception is as profound as it is widespread".

Where does this misimpression originate? Most of the developed world's information about the developing world comes from two sources: the news media and relief organisations. Despite considerable efforts to be accurate and timely, both the media and relief organisations unintentionally contribute to distorted images of the developing world because both focus on the unusual, the extraordinary, the dramatic. Yet western viewers and readers perceive this information without a context or a background of information or experience against which to evaluate its significance. Thus the public's perception of developing countries may be formed entirely of information about the exceptions, rather than the norms of daily life.

Despite the force and variety of factors contributing to misimpressions of the developing world – for example the public's lack of first-hand knowledge about developing countries and the complexity of factors intrinsically interrelated with development, such as world trade – there are practical steps that could help the media and relief organisations respond to the challenge.

Strategies for meeting the challenge

There are several ways both media and relief organisations can increase the accuracy and completeness of the images they provide to the public while also enhancing their ability to respond quickly to breaking stories, provide more timely, insightful information, make more efficient use of scarce resources and compete more effectively for public attention and support.

Many of these strategies are already being followed by leading news and relief organisations. Nine of the most important are:

For media organisations:

- **using news resources more effectively** by identifying resources that can provide early notification about developing stories, background information and timely, accurate reports about events in developing countries.
  Using independent journalists and forging cooperative ventures among news organisations can make maintaining bureaux in developing countries more economically feasible. Relief organisations often have the infrastructure within developing countries to help the media identify important issues or emerging trends. The media should be aware of, and

Photo of Radio Agatashya (Kivu, Zaire, 1994): A M Grobet

sensitive to competitive pressures or inadequate resources that might compromise accuracy or thoroughness in reporting.
- **designating and training development journalists**, just as many media designate reporters to cover politics, financial markets and other specific "beats".
- **covering efforts by indigenous organisations and individuals to prevent, anticipate and respond to disasters**, reflecting the fact that most disaster relief comes from within the developing world. News reports that focus on the arrival of western officials, relief workers or shipments from the industrialised world are likely to distort the response to disasters.
- **providing professional training and review**, particularly to journalists in training and cadets. Noteworthy examples of high-quality reporting on development issues should be noted and rewarded. Media institutions could help provide opportunities for skills building, sponsor workshops and even participate in providing substantive briefings about specific countries and issues.

For relief organisations:
- **articulating communications strategy**, to let public and media know whether a communications strategy is to raise money, inform the public, change public opinion, motivate political action or promote the organisation. Conflicts amongst these goals must be explicitly acknowledged. Strategies should be evaluated regularly.
- **training organisation personnel to work with the media**, to improve the timeliness, quality and accuracy of reporting about developing countries, since relief organisations have the expertise to help the media identify and report important stories.
- **evaluating media content** for accuracy, quality, completeness, timeliness and professionalism, so as to recognise excellent coverage and use it to help improve other reporting. Inaccuracies should be corrected through direct contact with the media and reporters involved, letters to the editor or the suchlike.
- **creating alternative programming** by working to facilitate documentaries and other programming that provides a more complete image of developing countries.
- **evaluating relief organisation communications**, where possible against standards articulated by the organisations themselves.

Collaboration should continue

There is much that can be done to correct misimpressions and to meet the challenge of conveying accurate, realistic information about development and life in developing countries in a timely, cost-effective, competitive manner. Many of these strategies are simple and can be put into effect immediately and without significant cost. Most are already used by leaders in the development and media communities.

What is important is that collaboration between and among media and relief organisations should continue, to further the portrayal of honest, complete images of the developing world.

Annenberg Washington Program

DHA in print

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Facilitation measures in customs conventions to expedite delivery of emergency humanitarian assistance (E) June 1994-DHA/94/112
Glossary of basic terms relating to disaster management (E/F/S)
Guidelines on the use of military and civil defence assets in disaster relief (E/F/S/R) 1993/4-DHA/93/151
Recommended measures on international transport (E) Sept 1994-DHA/94/191
Services provided by the UN Department of Humanitarian Affairs to cope with sudden-onset natural disasters and environmental aspects of emergencies (E/F)
Strategic aspects of geological and seismic disaster management and disaster scenario planning (E) July 1993-DHA/93/81
Strategy and action plan for mitigating water disasters in Vietnam (E) 1994-DHA/94/1
Study on emergency stockpiles 2nd edition (E/F) Nov 1994-DHA/93/58

Information on DHA and humanitarian work

DHA News (six editions a year) (E)
DHA warehouse in Pisa (E/F/S/I)
Disaster Management Training Programme (E)
DMTP at a glance (E)
UN Disaster Assessment and Coordination Team (E/F/S) June 1994-GE.94-01388
MCDA Projects: an innovative tool in DHA's emergency response system (E/F) Oct 1994-DHA/94/189

Workshop and meeting reports

Workshop on the use of military and civil defence assets (E/F/S/R) April 1993-DHA/93757
International Conference on the use of military and civil defence assets, Oslo 1994 (E/F/S/R) May 1994-DHA/94/100
Meeting on emergency stockpiles, October 1994 (E) Dec.1994-DHA/94/228
International Search and Rescue Advisory Group, 2nd meeting of the Asia/Pacific regional group (E) Feb.1994-DHA/94/93
International Search and Rescue Advisory Group, 2nd meeting of the Africa/Europe regional group (E/F/S) Dec.1994-DHA/94/215

Programme reports

Floods in Iran (E) April 1993-DHA/93/132
Landslide La Josefina, Ecuador (E) 1993-DHA/93/135
Indian earthquake 29 Sept.1993 (E) 1993-GE.93-03165
Egypt earthquake 12 Oct.1992 (E) 1993
Kulekhani dam break study (E) 1994-DHA/94/180

1994 consolidated appeals

Afghanistan (E)	April 1994
Angola I and II (E)	DHA/94/23
Angola (E)	DHA/94/170
Burundi (E/F)	DHA/94/40
Caucasus I and II (E)	DHA/94/92
Caucasus Add. 3 Vol (E)	DHA/94/97/98/99
Caucasus revised strategy (E)	DHA/94/201
Haiti I and II (E/F)	DHA/94/217/218
Iraq (E)	DHA/94/71
Kenya I and II (E)	DHA/94/19
Somalia I and II (E)	DHA/94/225/226
Sudan (E)	DHA/94/14
Tajikistan (E)	DHA/94/101
Tajikistan I and II (E)	DHA/94/213/214
Yemen (E)	DHA/94/157
Yugoslavia (E)	DHA/94/89
Yugoslavia (E)	DHA/94/163

Disaster prevention compendium

1	Volcanological Aspects (F/S)	E.76.III.M.1	$20
2	Hydrological Aspects (E/F/S)	E.76.III.M.2	$20
3	Seismological Aspects (E/F/S)	E.77.III.M.3	$20
4	Meteorological Aspects (E/F/S)	E.79.III.M.1	$20
5	Land Use Aspects (F/S)	E.78.III.M.1	$20
6	Construction & Civil Engineering	Out of stock	
7	Economic Aspects (E/F/S)	E.79.III.M.2	$20
8	Sanitation Aspects (E/F/S)	E.83.III.M.1	$20
9	Legal Aspects (E/F/S)	E.80.III.M.1	$20
10	Public Information Aspects(E/F/S)	E.80.III.M.2	$20
11	Preparedness Aspects (E/F/S)	E.84.III.M.1	$40
12	Social & Sociological (E/F/S)	E.86.III.M.1	$20

Guidelines for disaster prevention

Pre-disaster physical planning of human settlements (F/S) E.76.III.M.3 $10
Building measures for minimising impact of disaster (E/F/S) E.76.III.M.4 $10
Management of settlements (E/F/S) E.76.III.M.5 $10
Shelter after disaster: guidelines for assistance (E/S) E.82.III.M.2 $20
Volcanic emergency management E.85.III.M.1 $18
Disaster and the disabled (E/F/S) E.82.III.M.1 $10
Mitigating natural disasters: a manual for policy-makers and planners (E/S) E.90.III.M.1 $30

Copies of these publications are available from the Information and Publications Unit, DHA, Room 300-8, Palais des Nations, 1211 Geneva 10, Switzerland (Tel: +41 22 917.27.04). This unit can also advise on additions to mailing lists, purchase of those publications which are for sale, and recently-released appeals and reports.

DHA on the Internet

Humanitarian Crisis Web (HCWEB) via the gopher utility at:
gopher.unicc.org

Tables

UN Consolidated Inter-Agency Humanitarian Assistance Appeals
Summary of Requirements and Contributions
*for Appeals Launched in 1993 **

Compiled by DHA on the basis of information provided by the respective appealing organisations.

AFFECTED COUNTRY/ REGION	REQUIREMENTS *(US$)*	FUNDING (Incl. C/O Funds) *(US$)*	SHORTFALL *(US$)*	% OF NEEDS COVERED *(%)*	TARGET BENEFICIARIES	IMPLEMENTATION PERIOD *
AFGHANISTAN	59,828,000	29,440,638	30,387,362	49.2%	2,000,000	*Oct 93 - Mar 94*
AFGHANISTAN	112,600,000	47,231,026	65,368,974	41.9%	1,300,000	*Jan 93 - Sep 93*
ANGOLA	226,054,100	104,561,450	121,492,650	46.3%	1,963,000	*May 93 - Apr 94*
ARMENIA	25,531,835	14,380,584	11,151,251	56.3%	1,820,000	*Jul 93 - Mar 94*
AZERBAIJAN	26,569,165	18,203,471	8,365,694	68.5%	1,000,000	*Jul 93 - Mar 94*
BURUNDI	7,949,722	4,781,286	3,168,436	60.1%	1,827,000	*Nov 93 - Feb 94*
ERITREA	80,511,855	43,475,434	37,036,421	54.0%	1,560,000	*Jan 93 - Dec 93*
ETHIOPIA	300,965,048	146,322,469	154,642,579	48.6%	8,261,500	*Jan 93 - Dec 93*
FORMER YUGOSLAVIA	993,856,315	989,423,702	4,432,613	99.6%	3,820,000	*Jan 93 - Dec 93*
GEORGIA (incl Dec'93 revision)	27,454,025	14,351,743	13,102,282	52.3%	250,000	*Mar 93 - May 94*
HAITI	62,727,000	11,907,336	50,819,664	19.0%	4,000,000	*Mar 93 - Sep 93*
IRAQ (Phase VI)	467,067,650	122,962,593	344,105,057	26.3%	2,775,000	*Apr 93 - Mar 94*
KENYA	185,651,470	124,322,507	61,328,963	67.0%	2,373,000	*Jan 93 - Dec 93*
LIBERIA	168,435,179	85,398,363	83,036,816	50.7%	3,000,000	*Nov 93 - Dec 94*
MOZAMBIQUE	616,170,254	542,205,545	73,964,709	88.0%	8,250,000	*May 93 - Apr 94*
RWANDA	78,533,519	30,816,105	47,717,414	39.2%	1,192,000	*Apr 93 - Dec 93*
SOMALIA	148,086,950	36,086,950	112,000,000	24.4%	4,447,000	*Mar 93 - Dec 93*
S.LEBANON/W.BEKAA	28,745,200	3,447,462	25,297,738	12.0%	350,000	*Aug 93 - Jan 94*
SUDAN	194,536,780	124,228,363	70,308,417	63.9%	3,270,000	*Jan 93 - Dec 93*
TAJIKISTAN	32,156,840	17,523,474	14,633,366	54.5%	400,000	*Jan 93 - Mar 94*
ZAIRE	76,222,520	10,085,989	66,136,531	13.2%	2,247,000	*Oct 93 - Jun 94*
TOTAL	**3,919,653,427**	**2,521,156,490**	**1,398,496,937**	**64.3%**	**56,105,500**	----

* ***Note that some appeal time-frames extend into 1994.***

UN Consolidated Inter-Agency Humanitarian Assistance Appeals
Summary of Requirements and Contributions
*for Appeals Launched in 1994 **

Compiled by DHA on the basis of information provided by the respective appealing organisations.

AFFECTED COUNTRY/ REGION	REQUIREMENTS (US$)	FUNDING (Incl. C/O Funds) (US$)	SHORTFALL (US$)	% OF NEEDS COVERED (%)	TARGET BENEFICIARIES	IMPLEMENTATION PERIOD *
AFGHANISTAN	106,393,000	6,904,982	99,488,018	6.5%	1,700,000	*Oct 94 - Sep 95*
AFGHANISTAN	62,067,000	21,372,934	40,694,066	34.4%	1,000,000	*Apr 94 - Sep 94*
ANGOLA	181,229,482	158,253,592	22,975,890	87.3%	3,284,300	*Feb 94 - Dec 94*
BURUNDI	59,189,827	36,816,029	22,373,798	62.2%	1,368,000	*Mar 94 - Aug 94*
CAUCASUS (Including *Armenia, Azerbaijan, Georgia)*	123,900,905	77,261,624	46,639,281	62.4%	3,077,000	*Apr 94 - Mar 95*
FORMER YUGOSLAVIA	721,169,025	761,215,468	(40,046,443)	105.6%	4,259,000	*Jan 94 - Dec 94*
HAITI	78,005,000	40,316,066	37,688,934	51.7%	2,220,000	*Dec 94 - May 95*
IRAQ (Phase VII)	288,514,237	92,499,621	196,014,616	32.1%	1,300,000	*Apr 94 - Mar 95*
KENYA	96,413,997	54,860,331	41,553,666	56.9%	1,620,000	*Jan 94 - Dec 94*
MOZAMBIQUE	205,979,833	128,155,138	77,824,695	62.2%	8,250,000	*May 94 - Dec 94*
RWANDA/SUB-REGION	589,403,829	562,127,171	27,276,658	95.4%	3,900,000	*July 94 - Dec 94*
SUDAN	185,936,129	157,892,856	28,043,273	84.9%	6,500,000	*Jan 94 - Dec 94*
TAJIKISTAN	42,539,510	25,706,905	16,832,605	60.4%	605,000	*Apr 94 - Dec 94*
YEMEN, REP. OF	21,715,240	3,205,018	18,510,222	14.8%	375,000	*Aug 94 - Feb 95*
TOTAL	**2,762,457,014**	**2,126,587,735**	**635,869,279**	**77.0%**	**39,458,300**	

* ***Note that some appeal time-frames extend into 1995.***

Natural Disasters in 1994
DHA Relief Coordination Branch Summary

Affected Country/ Region	Disaster	Casualties (n/a = data not available)				Amount of damage as reported to DHA(US$)	Total(1) aid reported to DHA(US$)	Aid through DHA(2) (US$)	DHA-Emergency Grant	DHA/ UNDAC Mission(3)	DHA Airlifts ship-ments
		Dead	Injured	Missing	Homeless						
JANUARY											
Philippines	Tropical Storm "Akang"	45	26	17	10,705	2,900,000	819,299			N	
Ukraine	Floods	1	0	1	145	42,500,000	114,503	114,503	15,000	N	1
Indonesia	Earthquakes	7	40	0	1,000	n/a				N	
Argentina	Fires	24	0	0	0	n/a				N	
Madagascar	Cyclones "Daisy" & "Geralda"	231	267	73	356,951	n/a	10,586,146	381,712	30,000	N	1
FEBRUARY											
Colombia	Floods	0	0	2	8,660	n/a	721,489			N	
Mauritius	Cyclones "Hollanda" & "Ivy"	2	n/a	n/a	1,500	135,400,000	30,000	30,000	30,000	Y	
Uganda	Earthquake	8	0	0	n/a	60,000,000	731,726	560,635	30,000	N	1
Iran/Sistan Province	Earthquake	9	n/a	n/a	n/a	n/a				N	
Indonesia	Earthquake "Lampung"	207	1,439	n/a	n/a	170,476,190	1,458,019	194,517	30,000	N	
Peru	Floods	106	25	0	2,374	59,673,000	478,954	130,000	30,000	N	
MARCH											
Iran/Fars Province	Earthquake	43	78	0	9,097	33,594,074				N	
Kyrgyzstan	Landslides	111	n/a	n/a	13,200	36,000,000	477,725	187,027	20,000	N	
Madagascar	Cyclone "Litanne"	n/a	n/a	n/a	n/a	n/a				N	
Bolivia	Landslides/Floods	12	n/a	n/a	165	n/a	60,000			N	
Madagascar	Cyclone "Nadya"	4	8	0	76,000	n/a				N	
Mozambique	Cyclone "Nadya"	240	128	n/a	1,500,000	n/a	2,350,736	1,306,948	30,000	Y	1

APRIL

Philippines	Tropical Storm "Owen"	11	20	7	0	13,110,659				N	
Ecuador - Galapagos Isl	Forest Fire	0	0	0	0	n/a	326,496	70,000	20,000	N	
Indonesia - East Java	Floods	33	n/a	n/a	n/a	18,145,022				N	

MAY

Bangladesh	Cyclone	133	3,559	0	0	75,000,000	424,511			**Y**	
Myanmar	Cyclone	17	54	n/a	714	300,000	116,085			N	
China	Rainstorms	86	579	15	0	200,000,000				N	
Afghanistan	Earthquake	160	330	n/a	n/a	n/a	50,000			N	
Cuba	Floods	14	1	0	25,143	n/a				N	

JUNE

Indonesia/East Java	Earthquake/Tsunami	222	440	17	n/a	n/a	265,665	109,315	30,000	N	
Colombia	Earthquake	271	118	1,700	n/a	n/a	4,856,161	300,627	30,000	N	**I**
Bolivia	Earthquake	0	0	0	0	0				N	
China	Typhoon/Floods	1,259	22,065	32	253,000	7,270,000,000	58,404,233	694,817	49,000	**Y**	
Iran	Earthquake	2	100	n/a	n/a	n/a				N	
Philippines	Tropical Storm 'Gading'	3	0	0	0	0				N	
India	Floods	895	n/a	n/a	n/a	n/a	210,531			N	

JULY

Pakistan	Torrential Rains/Floods	443	n/a	n/a	n/a	92,000,000	963,556	130,936	36,000	N	
Vanuatu	Earthquake	0	0	0	0	n/a				N	
Iran	Floods	24	n/a	n/a	n/a	n/a				N	
Philippines	Typhoons 'Tim' & 'Vanessa'	6	6	9	n/a	n/a				N	

AUGUST

Philippines	Tropical Storm 'Yunya'	68	3	2	39,254	2,800,000				N	
Cambodia	Floods	n/a	n/a	n/a	12,000	n/a	178,845			N	
Mongolia	Floods	n/a	n/a	n/a	n/a	n/a				N	

Affected Country/ Region	Disaster	Casualties (n/a = data not available)				Amount of damage as reported to DHA(US$)	Total(1) aid reported to DHA(US$)	Aid through DHA(2) (US$)	DHA-Emergency Grant	DHA/ UNDAC Mission(3)	DHA Airlifts ship-ments
		Dead	Injured	Missing	Homeless					YES	
Algeria	Earthquake	171	654	n/a	12,500	n/a	1,778,366	482,165	30,000	N	
Niger	Floods	60	0	0	61,992	n/a	543,758	343,919	30,000	N	1
Moldova	Floods	47	0	0	25,000	90,000,000	5,342,327	580,130	30,000	N	2
SEPTEMBER											
St. Lucia	Tropical Strom 'Debby'	4	24	6	n/a	n/a	395,577	83,291	20,000	N	
Cameroon	Floods	6	n/a	n/a	n/a	n/a				N	
Philippines	Tropical depression 'Welling'	7	n/a	n/a	n/a	3,900,000				N	
Papua New Guinea	Volcanic eruption	4	n/a	n/a	53,000	n/a	1,732,171	156,582	30,000	N	
Sudan	Floods	8	n/a	n/a	n/a	n/a	84,580	58,080	42,500	N	
Benin/Borgou district	Floods	0	0	0	20,000	n/a	30,000	30,000	30,000	N	
Nigeria	Floods	30	n/a	n/a	400,000	n/a	101,683	30,000	30,000	N	
Russian Federation	Floods	3	n/a	15	529	200,000,000				N	
Philippines	Lahar	20	1	3	22,977	390,000	498,453	198,453		N	
OCTOBER											
Kuril Islands	Earthquake/Tsunami	11	242	n/a	2,100	n/a	1,270,000	30,000	30,000	N	
Vietnam	Floods	310	n/a	n/a	n/a	177,000,000	920,061			N	1
Indonesia	Earthquake/Tsunami	n/a	n/a	n/a	n/a	n/a				N	
Bhutan	Flash Floods	22	n/a	n/a	n/a	n/a				N	
Zaire	Floods	39	n/a	n/a	n/a	n/a				N	
Philippines	Typhoon "Teresa"	7	n/a	16	n/a	16,000,000				N	
Iran	Floods	3	n/a	n/a	n/a	n/a				N	
Russian Federation	Oil spill	0	0	0	0	n/a				Y	
Pakistan	Earthquake	n/a	n/a	n/a	n/a	n/a				N	

Senegal St. Louis region	Floods	n/a	n/a	n/a	17,500	n/a	40,000	30,000	30,000	N	
Indonesia	Earthquake	0	0	0	0	n/a				N	
NOVEMBER											
India	Cyclone/Floods	208	n/a	n/a	520,000	n/a				N	
Algeria/Tindouf region	Floods	7	n/a	n/a	30,000	n/a	1,403,167	244,000	30,000	**Y**	**1**
Egypt	Floods/Fire	501	212	n/a	150,000	n/a	2,773,085	239,080	30,000	**Y**	**3**
Indonesia	Lahar	30	0	1	0	n/a				N	
Costa Rica	Floods	4	n/a	6	n/a	n/a				N	
Haiti	Tropical Storm 'Gordon'	1,122	n/a	n/a	34,400	n/a	7,488,387	432,142	38,000	**Y**	**1**
Cuba	Tropical Storm	2	n/a	n/a	n/a	56,968,400	580,000	87,000	30,000	N	**2**
Philippines	Earthquake	74	171	7	298,715	n/a				N	
Jamaica	Tropical Storm	n/a	n/a	n/a	n/a	n/a				N	
Djibouti	Floods	105	n/a	40	3,000	n/a	3,423,394	280,134	30,000	**Y**	**1**
Indonesia/Mt. Merapi	Volcanic Eruption	58	85	20	6,026	n/a	284,000			N	
Iran	Floods	12	n/a	n/a	n/a	64,000,000	1,079,477	30,000	30,000	N	
DECEMBER											
Sri Lanka	Floods	n/a	n/a	n/a	n/a	n/a	84,203				

CONTRIBUTIONS TO NATURAL DISASTERS REPORTED TO DHA:	113,477,369		
CONTRIBUTIONS TO NATURAL DISASTERS CHANNELLED THROUGH DHA:		7,546,013	
DHA EMERGENCY GRANT			870,500

(1) This does not include in-kind contributions not costed.

(2) Several contributions pledged for 1994 disasters had not been received at DHA at the time of this update (April'95). The total amounts can therefore be expected to change, depending on the rate of exchange prevailing at the time of receipt of contribution.

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